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ABSTRACT

Developed by the Los Angeles Community College District's (LACCD's) Commission for the Advancement of Teaching, this report identifies broad areas related to teaching excellence in the LACCD, assesses them for possible problems or deficiencies, and makes recommendations for solutions where problems exist. Section I introduces the Commission, its charge, and its methods of investigation and operation. Section II focuses on professional growth and staff development programs in general, and the professional development opportunities available in the LACCD. Section III looks at career development patterns among college faculty, considering issues such as attitude changes, burnout, the short academic career ladder, merit pay, and the master teacher concept. Section IV considers the importance of social communication and a sense of community to teaching excellence, while section V examines the role of teacher support services. Section VI addresses the impact of advanced computer and telecommunication technologies on the LACCD, covering technological influences on administration, curriculum, classroom instruction, and teacher support services; and exploring the problems of technology. Section VII discusses the relationship of mission and leadership to teaching. Each of these sections concludes with a series of related recommendations. Section VIII offers conclusions and the report ends with a summary of recommendations. (AYC)

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Report of the Commission for the Advancement of Teaching

Part One

General Issues Related to Teaching Excellence

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March 1985

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PREFACE

This final Report of the Commission for the Advancement of Teaching is the result of the efforts of many people. Most notable among them are the Commission members who volunteered their time to attend the more than twenty meetings that went into its preparation. I am grateful for the sacrifices they made in freeway time and mileage in order to attend those meetings. Their only reward was the opportunity to participate in stimulating discussions of ways to better education and the profession of teaching.

The Commission wishes to thank the staffs of the Chancellor's Office, the Educational Services Division, the Personnel Services Division, and the Business Services Division who provided the clerical support, statistics, and graphics found in the report. Thanks must also go to the members of the faculty, staff, and administration who participated in the District-wide discussion and who contributed thoughtful suggestions and criticism of earlier drafts of the report. Finally, the Commission wishes to express its gratitude to the Chancellor, Dr. Leslie Koltai, for his vision in establishing the Commission and for his continuing support of its work.

Readers will note that this volume is labeled "Part One." There are two reasons for numbering it, even though there is no "Part Two." First, this report on the general issues related to teaching is meant to be an initial study. The Commission hopes that it will be followed by additional studies of more specific issues. The second reason is symbolic. In an educational environment such as ours professional development should be a continuing, enduring process; study of the subject should be in the forefront of the institution's concerns, it should be well articulated in policy statements and reports, and it should never end.

Cedric Sampson
Chairman, Commission for
the Advancement of Teaching

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INTRODUCTION

The Commission for the Advancement of Teaching was first proposed by Dr. Leslie Koltai, Chancellor of the Los Angeles Community College District, in his State of the District address on November 3, 1982. The broad charge to the Commission was "to develop a partnership in the District for the encouragement of faculty wellness, and for recognition of the strengths - as well as the vulnerabilities - of our teaching staff."

Specific objectives for the Commission as outlined by the Chancellor were the following:

1. The formulation of a faculty needs inventory for the development and application of new teaching methodologies.
2. The establishment of appropriate principles for the teaching of basic skills in the instructional program.
3. The initiation of appropriate pedsagogy for teaching computer literacy.
4. The renewal of leadership skills in classroom management.
5. The clarification of counseling and advisement in a heterogeneous environment.

Accordingly, the Commission began its deliberations with the intent of first preparing an assessment instrument to determine the needs and interests of faculty, and then using that information as a basis for recommendations on how best to support and develop the teaching function of the District. However, the Commission's trial test of the needs assessment survey form, conducted in the early fall of 1983, came at a time when the District budget had been cut by state action and

massive employee layoffs were being considered. The responses were less than supportive. "How can you talk about good teaching," some of the respondents asked, "when the District has just cut funds for my student worker (or clerk typist, or supplies and equipment, or media support)?"

It was a fair question. Faculty development encompasses more than teaching methodology and classroom technique. Broadly conceived, it includes the entire teaching environment. Professional literature on the subject of staff development usually distinguishes four important areas of activity:

1. Instructional Development (pedagogy, methods, and techniques)
2. Professional Development (scholarship, research skills, subject matter expertise)
3. Curricular Change (new courses, interdisciplinary courses, team teaching)
4. Organizational Change (mission, leadership, communication systems, reward and incentive structures)

To be comprehensive a faculty development program must take all four areas into account. To deal only with teaching methods without recognizing the other factors bearing on good teaching would have denied the Commission the level of credibility of its intentions that it felt necessary to the overall task. The Commission decided to postpone its needs assessment and its examination of methods until the atmosphere had changed for the better. In the interim, it would focus its efforts on other areas of high priority to faculty, Professional Development and Organizational Change.

There were several reasons for the shift to a broader emphasis.

First, the Commission did not wish to duck the question of institutional commitment implicit in the response to the trial survey. To speak credibly about improving teaching, the Commission could not restrict its conversation to the classroom, but would have to open all elements of the teaching environment to discussion. Second, the Commission wished its report to be as comprehensive and as effective as possible. The report would be of little use if it were to suggest minor cosmetic change when the problem was actually systemic.

Method of Investigation

The mode of operation adopted by the Commission was to identify the broad, general areas related to teaching excellence, examine them for possible problems or deficiencies, and make recommendations for solution where problems exist. To accomplish the task the Commission identified a number of issues related to teaching, and then examined them one by one.

The initial list of issues selected by the Commission for examination were the following:

1. Basic Skills
2. Career Development Patterns
3. Counseling and Advisement
4. Curriculum and Teaching
5. Flexible Schedule
6. Institutional Mission and Goals
7. Leadership and Teaching
8. Libraries and Teaching
9. Master Teacher/Chancellor's Professorship
10. Off Campus Connections
11. Professional Growth Opportunities
12. Social Communication and Community
13. Teacher Support Services
14. Technology and Teaching

Recognizing that any faculty development effort which hopes to succeed must have the participation and support of the people it is intended to reach, the Commission hoped to create a District-wide dialog on issues related to teaching. During the 1983-84 academic year preliminary statements of the problem were prepared for the Commission members, who held bi-weekly meetings to discuss the issues. Members of the Commission did their best to bring the viewpoints of their campus colleagues and constituent bodies to the Commission table, and in turn, to keep the faculty informed about the activities of the Commission. The papers were revised after discussion by the Commission, and were then distributed to the interested campus public for comment and suggestions. By means of the draft discussion papers, open campus meetings, and individual interviews, faculty were invited to participate actively in the discussion of issues and the formulation of recommendations.

The papers were then combined into a draft report of "General Issues Related to Teaching Excellence" which was widely distributed throughout the District. The Commission asked District and campus administrators, faculty organizations, councils of instruction, and other concerned groups to use the Report as a point of departure for discussions of teaching issues. The results of these discussions were communicated to the Commission. Once the District dialog on the issues had taken place and the Commission was confident that it has availed itself of the best thinking and advice in the District, this final Report was prepared for formal presentation to the Administration and Board of Trustees.

The question of how broad the purview of the Commission for the Advancement of Teaching should extend was raised on numerous occasions, and for numerous reasons. The harsh realities of the District funding crisis, the existence of collective bargaining agreements covering some of the items under discussion, the geographical and political limits of the District's authority, and the traditional role of Senates in the formulation of educational policy were all sufficient cause for restricting the scope of discussion and recommendations.

However, the Commission wanted to be "proactive" rather than "reactive." It therefore opted to seek the best possible educational policies, without immediate reference to the realities of our current situation. Once the policy objective is known the question of resources must be broached, but not before. We must assess our needs and set our goals first, and then look to our resources. We may have to modify our goals, but to begin our thinking with limitations is to be guided by limitations; to begin with high purpose is to be guided by high purpose.

The Commission decided not to restrict its deliberations for fiscal reasons. From the beginning the Commission was aware of the dire financial difficulties facing our District. The District has been through a series of budget reductions which have left it in a lean, reduced state. The Commission recognizes that the process has been painful to many of the members of the District community, but it also believes that the situation carries with it an opportunity. When the financial picture improves and the District takes up the task of rebuilding its staff and programs, it will be possible to fund areas

which were previously cut, but it will also be possible to do new things. The priorities of the 1980s will be different from those of the 1970s, and must be set accordingly.

Some recommendations cost nothing, some cost little, and those recommendations which are beyond our means may not be so forever. There will be a time when the problem of permanent financing of the community college system will be solved. There will be a time when colleges will have the opportunity to grow and do new things. At that time the District must be prepared to meet the opportunity with new ideas and a plan of action.

The risk inherent in postponing discussions of issues until money is available is that the easiest way to spend additional dollars is to reapply them to the budget in reverse order to the way they were cut. Since low priority items were presumably cut first, and higher priority items last, the temptation is to work back through the list of cuts when new money becomes available. Such a procedure would, at the end of the process, place the District in the position it was in when the budget cutting began in the pre-Proposition 13 days. We would end up in 1978, rather than where we want to be, which is in 1985 or beyond. When stable, adequate financing becomes a reality once again, the monies must be spent according to new priorities, not old ones.

Nor did we let the geographical bounds of our District limit us. The Commission has made recommendations on matters which only the State government can affect, such as the funding mechanism for community colleges. Since we are part of a greater whole, we can affect its

policies, in however slight a way, only if we know, and can articulate what we want.

The collective bargaining contract between the faculty and the District governs the terms and conditions of employment of the faculty of the District. Many, if not most of the items related to staff development are subject to the collective bargaining process, and can be changed only through consultation of both parties or by amending the current faculty contract. The Commission did not wish to interfere with the contract or the process of negotiations in any way. If the Commission's recommendations are viewed as the non-binding suggestions of an independent District commission, there should be no confusion on this point.

The Commission also respected the role of the Academic Senates. Although the majority of the members of the Commission are representatives of the campus Academic Senates, the Commission's recommendations should not be assumed to be identical with Senate positions. Many items suggested by the Commission will require consultation with the faculty through the Academic Senates in order to accurately reflect faculty opinion.

The Commission did not allow the above points of reality to deter it from considering the merits of each proposal. The question, "Will it improve teaching?" was held at the center of all deliberations. Only by taking that kind of freedom from practical concerns could we explore the limits of our charge.

The Commission would hope that the information from this Report will be used in the same way that reports and findings of outside commissions and "think tanks" are used, that is, as part of the

information base available to the regular governance structures of the District. While the Commission hopes that its Report will improve the data base for decision makers, and that the Report will be a part of future considerations on matters related to teaching, it also anticipates that the existing governance structures will accept, reject, or modify the recommendations to fit the economic, political, and social realities of the day.

The Commission believes that the community college teacher has the most difficult mission in higher education. The community colleges are the only institutions to have absorbed the full impact of the social, demographic, and economic changes of the past two decades. We accept all who come, the economically and socially disadvantaged, the immigrants, the dislocated workers, the re-encering women. While other segments screen for those with measurable past successes, we provide a new vista for people who have failed before.

Community college teachers must therefore be educators in the fullest sense of the term. They must not only transmit the same amount of information as their colleagues in other segments of higher education, but they must also be nurturers, advisors, and role models for their students. This Report uses the terms "professor", "instructor", and "teacher" interchangeably because the community college educator is all three.

The following Report details the findings of the initial phase of our study conducted during the 1983-84 school year.

PROFESSIONAL GROWTH AND STAFF DEVELOPMENT PROGRAMS

An institution of higher learning can be judged by many standards, but the quality of its educational program is determined by the faculty. It is their training, morale, and dedication to the profession which define the quality and effectiveness of teaching, and thereby the reputation of the college as an educational institution.

One can assume that new instructors have the latest training, high morale, and dedication to teaching, since these are important criteria for hiring. What they lack in experience they make up in enthusiasm. As time passes, however, new experiences become old experiences, and "burnout" becomes a debilitating reality. New challenges are needed. Institutions must take positive steps to insure that the professional vitality and commitment of the new teacher are maintained throughout his or her entire career.

Judging from the vast literature on the subject, one would conclude that staff development programs are quite common; every college or university seems to have one. However, articles and books on professional development are usually descriptions of what can or should be done. Seldom do they describe the activities of an existing, successful program. This may be because few successful programs exist, but it is more likely due to the difficulty of measuring success. Program evaluations, either positive or negative, cannot be quantified, and subjective judgments cannot be easily verified.

There are, however, a few programs which claim to have achieved some success. These programs have in common the following basic principles:

1. The goal of the program is to improve student achievement.

Student success in coursework, on standardized tests, in job performance or in life in general is the objective of our colleges. Programs to improve student achievement must look at both the participants of the process, that is, the teacher and the student, and the environment in which they function. A successful program should address the duality of the educational process, including in its approach ways to help the student learn and the teacher teach, and it should be comprehensive enough to address issues of environment both inside and outside the classroom.

2. The program has its origins in the interests and desires of the faculty and is administered by and for them.

The primary responsibility for professional development lies with the individual faculty member. The institution can encourage and support a program of staff development but it can do nothing without the willing participation of individuals.

Mandated staff development days have a notorious reputation in secondary schools, where they are widely regarded as a waste of time. It is possible to attend such sessions in body but not in mind, especially if the attendee enters with a negative attitude. Since the District now has compulsory staff development days in its calendar (Flex Days), great care must be taken to insure that they are seen as useful and productive.

Successful programs try to enlist the voluntary participation of the faculty they hope to reach. The easiest way to accomplish this is

to give the faculty a major role in the planning and execution of the program.

3. The program is valued by the administrative leadership of the institution.

Not only must the administration of the institution establish a program and commit resources to it; they must believe in its worth. The success of the institution is measured by the quality of its teaching. There should be concern for the well being of each individual teacher, that he or she has the motivation, skills and support needed to do the best job possible. The instructional improvement program must be perceived as an attempt to aid, rather than manipulate, the individual faculty member. The attitudes of the administrative leadership are crucial in this regards.

Staff development should not be viewed as part of a Zero Sum game; that is, that anything given to the faculty is a loss to the District. Faculty are the capital goods of the District; an investment in their well-being which produces gains in productivity and educational quality is a benefit to the whole institution. Staff development dollars are also cost effective dollars. One need only look at the corporate world, where human resource development constitutes a significant budget item, to understand its value to productivity and profits. In educational institutions the benefit derived from staff development programs goes not only to the faculty member, but to our students and to our colleges.

It would be a mistake, however, to justify a staff development program only on the basis of dollar value returned to the District. The institution must have a human face. It must invest in the growth and

development of its employees for the same reason families invest in the growth and development of their children; that is, because it values them as human beings. Staff development is good for the institution and it is good for the person. Both reasons are strong arguments for the investment in the District's human resources.

A staff development program which aspires to be successful must, in summary, be grounded in a well articulated educational philosophy, must derive from a consensus which values professional growth, and must have at its disposal the appropriate bureaucratic structures so that it is not entirely dependent on the interests and competence of individual personalities. The Commission for the Advancement of Teaching has attempted to formulate its recommendations to satisfy each of the above principles and conditions.

Professional Growth Opportunities In The Los Angeles Community College District

Faculty need at least three kinds of professional growth opportunities if they are to keep up with the change. First, they need to update their expertise in their subject field so that the material they teach is current. Second, they need to be aware of new teaching methods, new books and materials, and new technologies which might improve their classroom performance. And finally, they need to be aware of the changing nature of the student body, whose background, needs and abilities also change over time.

The Los Angeles Community College District currently has programs to address each of these faculty training needs. The District encourages and supports faculty development through traditional means

such as sabbaticals and other leaves, conference attendance, tuition reimbursement, release time, colloquia, and faculty exchanges. In the past it has funded the development of new teaching strategies through Instructional Development Grants, and through special projects such as the Writing Across the Curriculum Seminar. The Center for Professional Development and the Office of Affirmative Action Program and Services have also had seminars and workshops on teaching techniques, student demographics and ethnic awareness. While the Commission for the Advancement of Teaching recognizes that the District is responding to staff development needs, it also believes that more can be done.

The Commission examined each of the professional growth opportunities now available to faculty of the District to determine their utilization and effectiveness. Most of the faculty development programs mentioned below emphasize scholarly or pedagogical endeavors, and most require an initiating role on the part of the individual faculty member. Most are also characterized by strong faculty participation in their development and administration. Leaves, conference attendance, professional growth, and released time are the subject of collective bargaining discussion and agreement. Campus senates appoint oversight committees to disburse conference attendance funds, and representatives of the bargaining agent and the senate sit on committees reviewing tuition reimbursement and sabbatical plans.

Sabbatical Leaves

The sabbatical leave is the traditional means used by colleges and universities to advance the professional growth of their faculty. The Los Angeles Community College District offers certificated personnel

the sabbatical leave for formal study at accredited institutions of higher education, for independent study projects, and for approved travel programs. A faculty member is eligible for a sabbatical after six consecutive years of service and receives one-half of his or her salary for the term of the leave, which is either one or two semesters.

Faculty use of the sabbatical leave is consistently higher in the Spring semester than in the Fall, as can be seen in Chart 1, which shows the number of instructors on sabbatical leave for each semester from 1976-85. In comparing spring figures with each other, one sees an upward trend for the years prior to spring 1982, which shows a slight decline. A downward trend has continued to the present. The fall figures also show an overall decline in recent years. In any case, the number of faculty on sabbatical is relatively small, ranging between 1.5% and 2.5% depending upon the time of year.

The most frequently used type of sabbatical is the Formal Study Sabbatical. Between Fall 1977 and Fall 1983, for example, were 269 Formal Study Sabbaticals, 210 Travel Sabbaticals, 125 Independent Study Sabbaticals and 15 Work Experience Sabbaticals.

In addition to the major financial sacrifice prospective applicants must face in order to take on a one semester or one year sabbatical, they must also consider the possibility that they will not be replaced when they leave (with consequent negative impact on their department program), and that they may be transferred to another campus upon their return from sabbatical. Less drastic configurations of sabbatical or professional growth time are possible.

Sabbatical Leaves 1976-85

Number of People

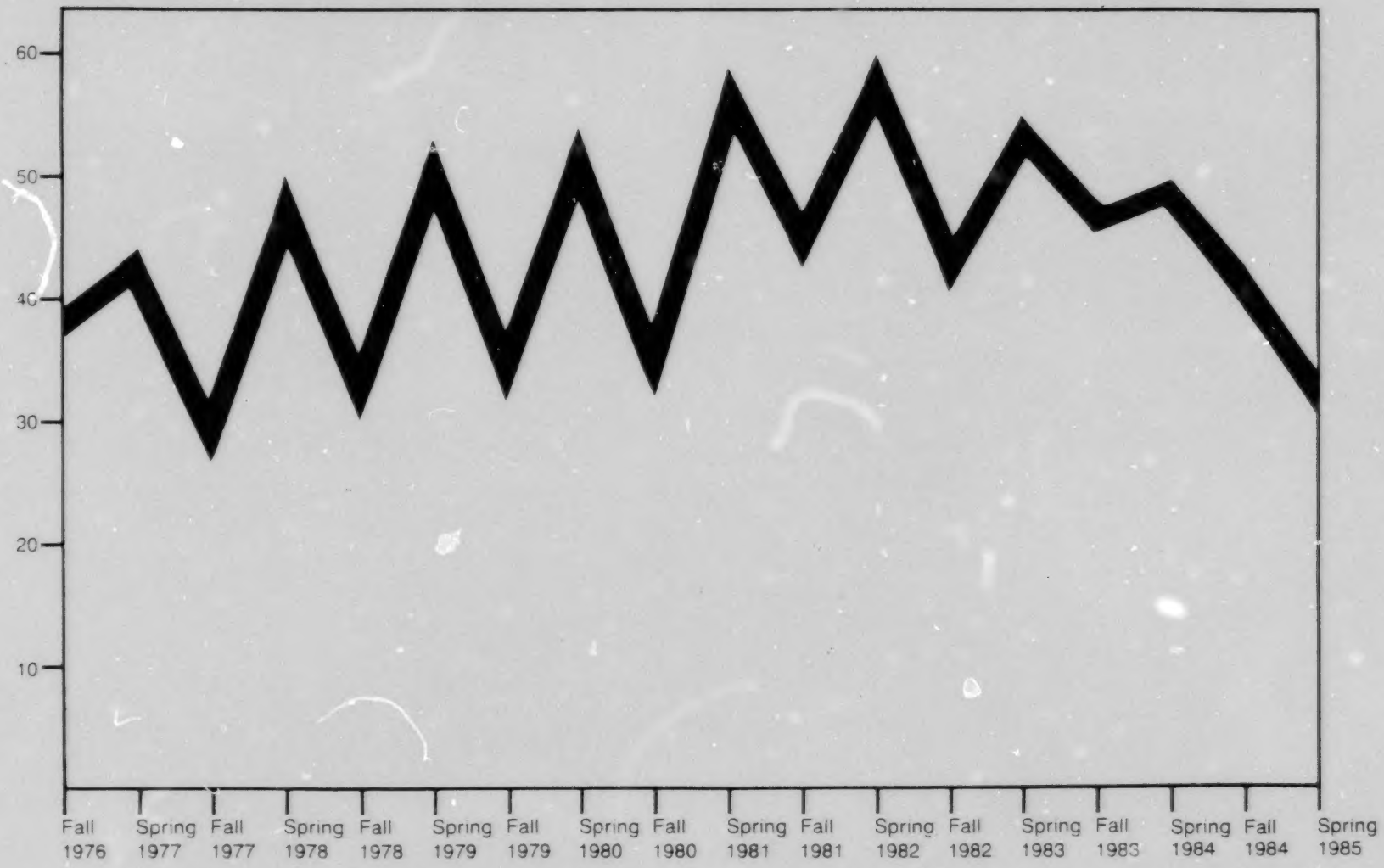

CHART I

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The Carnegie Foundation study of the High School, for instance, recommends that secondary teachers be eligible to receive a twelv month contract (similar to a D-Basis assignment in the LACCD) after every five years in order to permit a Summer Study Term. It also recommends that a two week Teacher Professional Development Term be added to the school year. This could be done in the LACCD through an expanded use of flex days, which are taken out of class time, or by granting a two week period prior to the Fall semester (a B-Basis assignment) to selected applicants.

Other Leaves

Other types of leave which offer opportunities for professional growth include Study Leave, Work Experience Leave, Government Service Leave, Opportunity Leave, Organization Leave, Exchange Leave, Grant Leave, Travel Leave, Position Leave and Personal Leave.

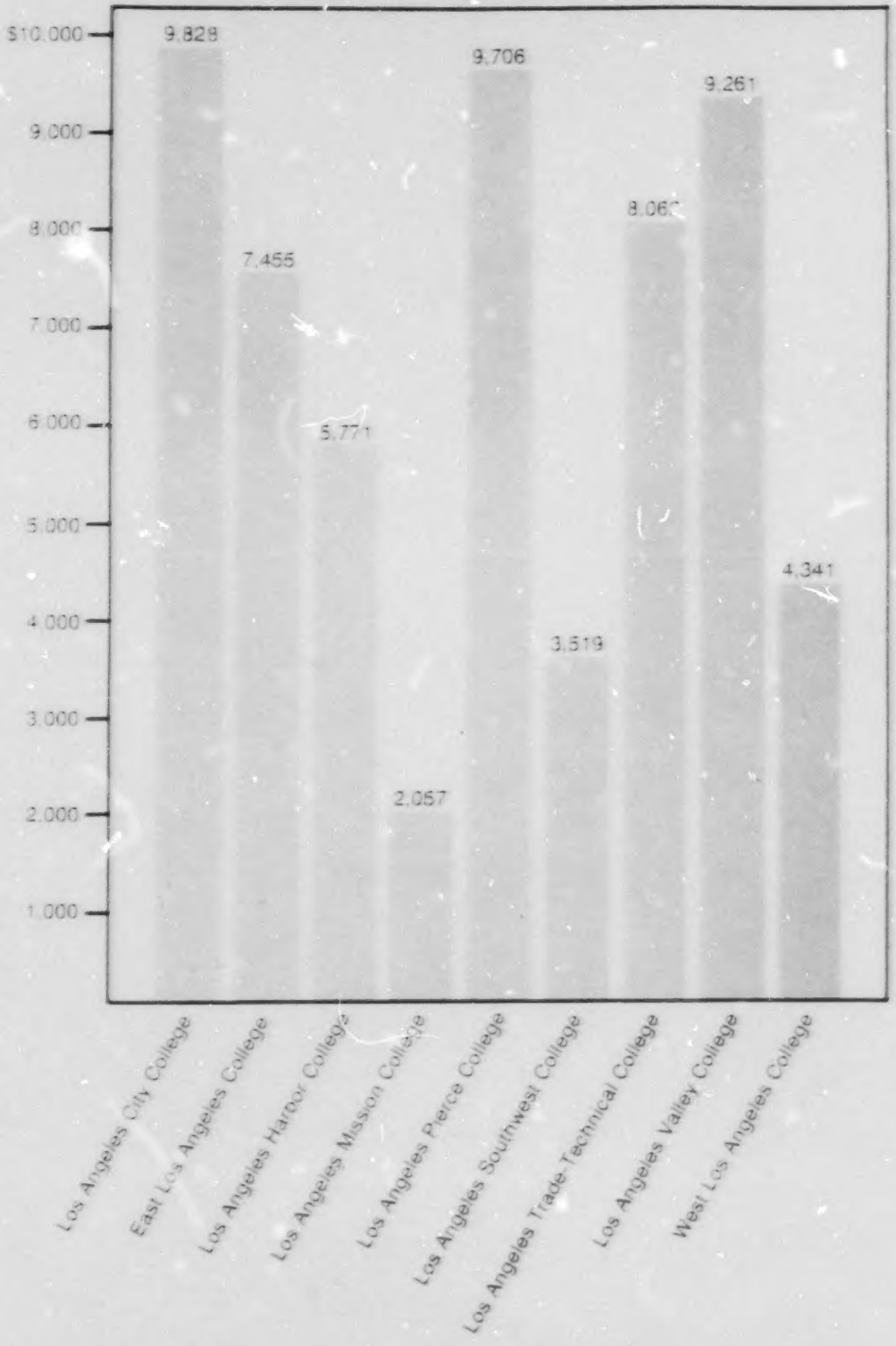
Conference Attendance

By contractual agreement the District provides $60,000 per year for the purpose of supporting convention and conference attendance for faculty. This fund is distributed to the colleges in proportion to the number of full-time faculty members on the campus and is administered by a faculty committee. The distribution for fiscal 1984-1985 is shown in Chart 2. These funds are allocated to individual faculty members according to rules established by the Campus Academic Senates and are fully expended each year.

Additional funds for conference attendance are provided by the District on a case by case basis if faculty participation at a conference or workshop is deemed to be of importance to the District.

Faculty Convention and Conference Attendance Budget 1984-85

Total: $60,000



However, campuses are not allowed to budget additional funds for convention and conference attendance beyond that allotted to the above fund.

Tuition Reimbursement

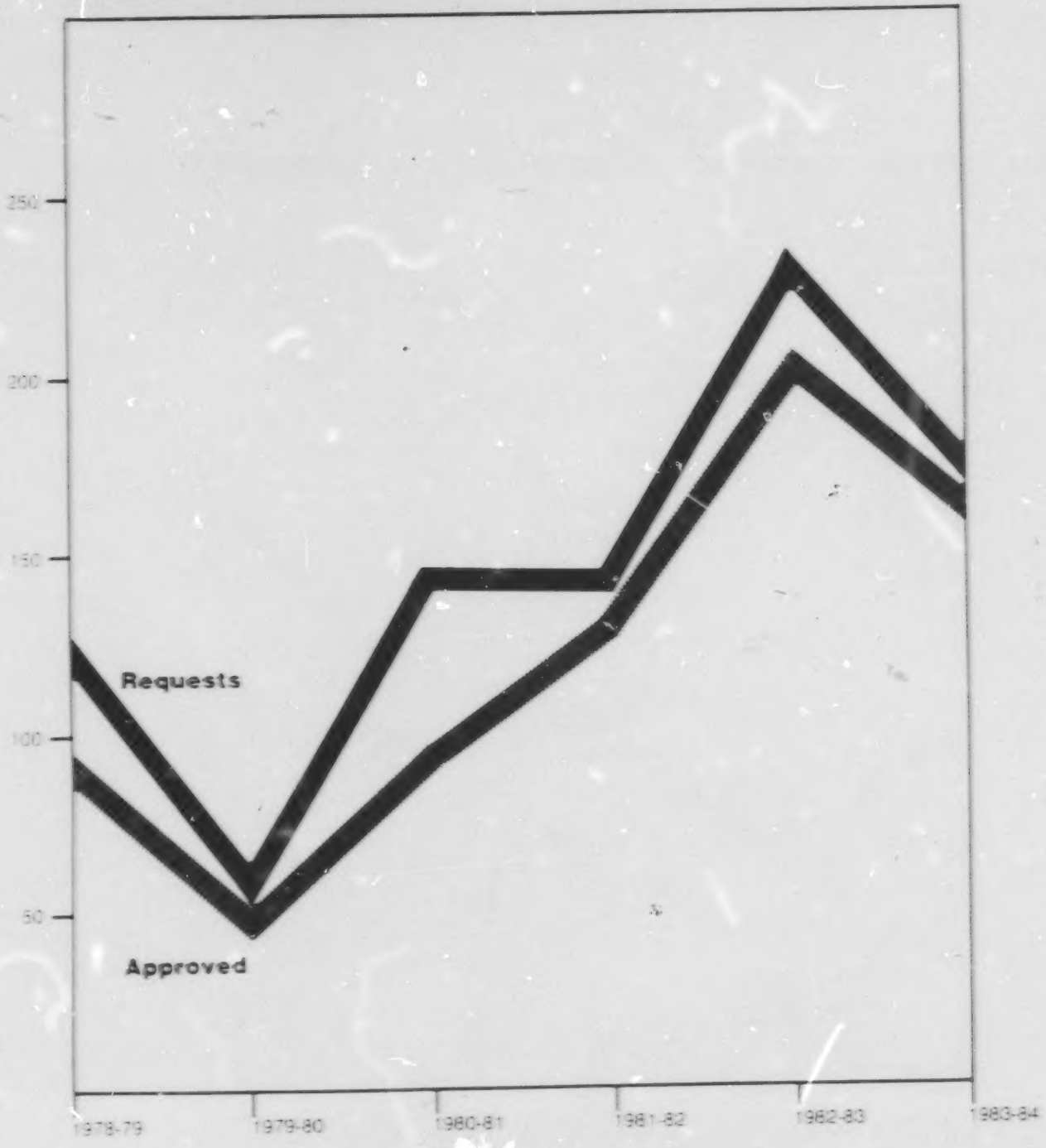
A fund of $50,000 per year has been available for the purpose of providing tuition reimbursement to faculty members wishing to improve their skills. The fund allows a maximum of $500, not to exceed 50% of the tuition of any one year, and reimbursement is allowed for a wide range of organized activities, including courses, workshops and institutes. Part-time instructors are also eligible for these funds and appear to use them proportionally more than full-time faculty. The average claim is $200. Although the number of requests for reimbursement has increased since 1978, [Chart 3] the fund is still not fully used. It has not been depleted in any year since its inception in 1978, as can be seen in Chart 4.

In 1982-83, for example, there were 225 requests for tuition reimbursement, including summer school, 1983. Of the 225 requests, 203 were approved, and $29,647 was encumbered to pay for them. However, only $13,325 was actually claimed by the faculty. Current approval letters now indicate that encumbered funds must be claimed within six months after the class ends.

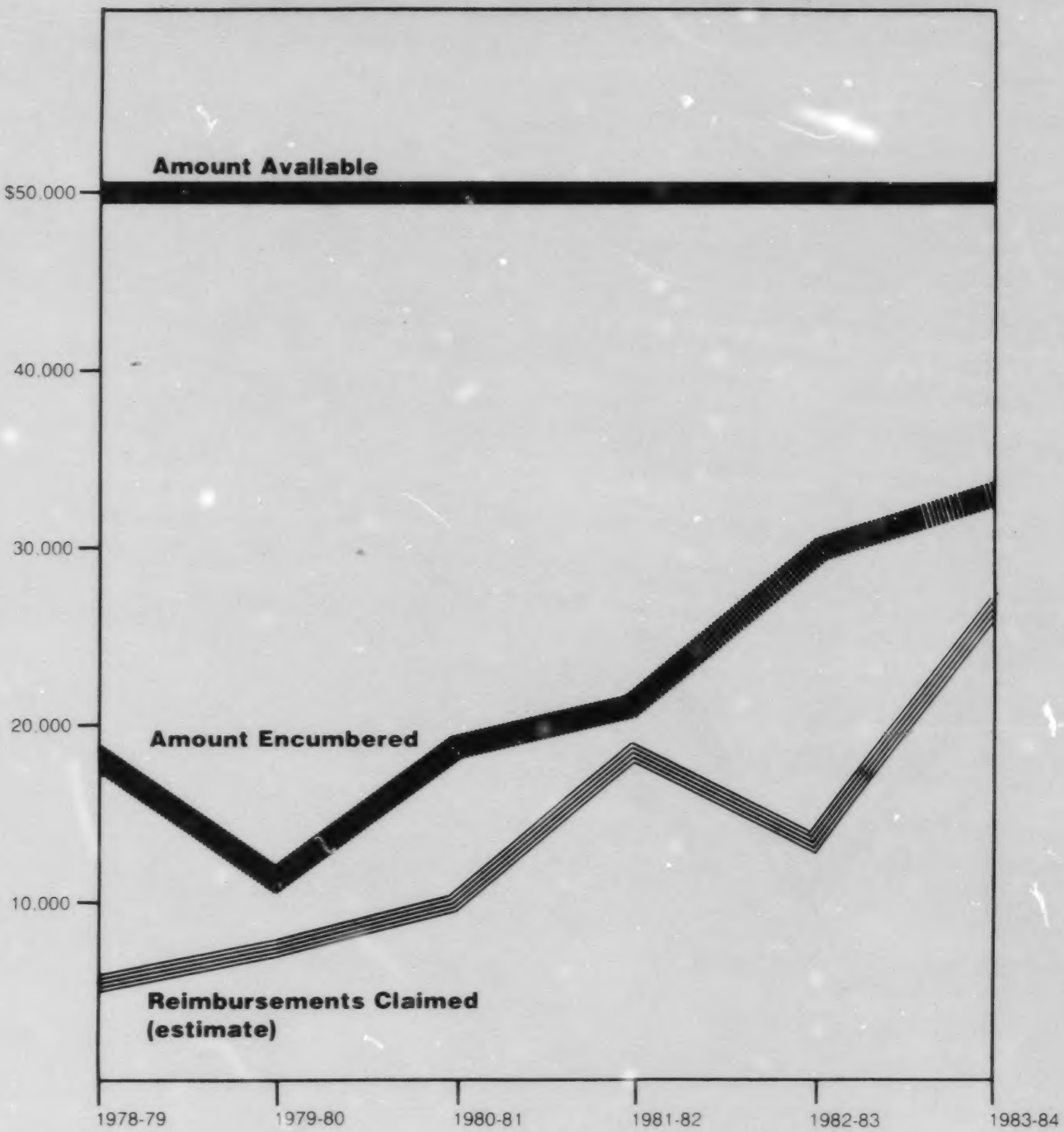
Instructional Development Grants

From 1973 to 1979 the Los Angeles Community College District encouraged developmental work by District faculty members through a program of Instructional Development Grants. Individual teachers could apply for up to $3,500 to support investigation of or experiment with innovative

Tuition Reimbursement for Faculty 1978-84
Requests and Approvals



Tuition Reimbursement for Faculty 1978-1984 Expenditures



teaching techniques, methods or courses, or the development of new instructional materials. Proposals were reviewed by College and District Screening Committees consisting of faculty and administrators.

An outside evaluation of the initial program in 1973-74, in which 29 grants totalling $84,221 were awarded, found very few problems and many accomplishments. Out of the 29 projects seven new courses were developed and made part of the curriculum, and twenty new instructional resources were developed and incorporated into existing courses. Faculty morale also improved as a result of the opportunity for instructors to pursue individual projects with institutional support. The evaluators of the project found that no one "invented" a project to compete in the program, but instead had an interest in the idea long before, and needed only the time, money, and institutional support to develop it. The passage of Proposition 13 ended the IDG Program.

Released Time

College Presidents have the authority, subject to the approval of the Chancellor, to release a faculty member from all or a part of his or her regular assignment to perform other duties, which can include curriculum development and professional growth activities.

Because of severe restrictions on campus budgets this authority is infrequently used. During the Fall 1983 semester faculty released time consisted of three Full Time Equivalent (FTE) positions allotted to the AFT College Guild for the purpose of processing grievances and implementing the contract, three hours release time for each of the campus Academic Senate Presidents and the District Senate President, less than one FTE of release time for instructional development projects, and one

FTE for performance of administrative functions (running the Student Data Center, the PACE program, and the Sheriff's Academy).

Flexible Schedule Calendar

State Title 5 regulations, revised on July 31, 1982, permit the setting aside of up to fifteen non-teaching days per calendar year for "staff, student and instructional improvement activities." The AFT-District contract calls for five such days in 1984-85 and five in 1985-86. In the 1984-85 school year the days of August 20, February 27, 28, March 1, and May 24 are set aside specifically for staff development activities.

August 20 and May 24, the first and last days of the year, have traditional uses which restrict their utility as staff development time. However, the three-day block in February will be an entirely new event in the history of the LACCD. The Commission believes that the three-day block has great potential for benefit to the faculty if properly used.

Other Professional Growth Opportunities

The large size of the Los Angeles Community College District offers a number of opportunities which are not usually considered to be professional growth activities by narrower definitions, but which do serve that purpose. The opportunity to teach in a new and different environment is possible here as in no other district in the country. The nine colleges in the District make possible a temporary or permanent transfer to another area within the city of Los Angeles. The International Education Program provides teachers the opportunity to travel and teach overseas. The Community Services Program is available to teachers who wish to teach experimental or non-conventional classes.

Center for Professional Development

The Center for Professional Development was established in 1982 in order to plan, coordinate and give impetus to the staff development program of the District. Staffed by a Director at the District Office and Center Associates on the campuses, the CPD has operational responsibility for the conduct of approximately 150 events a year, and is the District contact point for inter-district staff development information and activities. In 1982-83 over 2,500 persons participated in Center sponsored activities. The CPD publishes a bulletin to publicize its own programs as well as other staff development information. The fiscal crisis of 1983-84 cut CPD funds 80%. Only in-house and voluntary activities are possible with current funding levels.

RECOMMENDATIONS - GENERAL

1. The Los Angeles Community College District should adopt a philosophic and operational stance with regard to its employees which not only permits, but vigorously fosters their personal and professional growth. The District must make clear in its communications and its actions that it values its human resources and that it desires to maintain a high quality human relations environment.

2. To underline the District commitment to human resource development and advance that commitment through a comprehensive, program, the District should place the responsibility the coordination of staff development, employee career planning, personnel training and retraining, drug and alcohol abuse services, and other programs related to professional and personal growth into one office. The office would provide leadership in the area of human resource development and would be responsible for District programs and the coordination of college efforts. The Center for Professional Development, the most logical recipient of the mandate, will need increased levels of funding and faculty support in order to perform the task envisoned by the Commission.

3. A Teacher Center should be established on each campus to act as an information clearing house and to initiate and coordinate local staff development activities.

4. The participation and support of faculty is crucial to the success of those staff development programs intended for faculty. Broad based faculty involvement in the planning and implementation of staff development programs is therefore essential.

RECOMMENDATIONS - SPECIFIC

1. The District should consider alternate forms of sabbatical leaves. Future contract negotiators may wish to consider B- or C- basis pay assignments in lieu of sabbatical time, full-pay sabbatical leaves for District approved or District initiated staff development projects, and other innovative configurations which would provide increased flexibility and incentives for the individual faculty member and more direct benefit to the District.

2. When possible, the District should revive the Instructional Development Grant Program.

3. The District should seek ways to publicize the Tuition Reimbursement Fund. Application forms and an information brochure should be available on campus. Many faculty do not know that they may attend classes at local colleges and universities without being enrolled in a degree program by means of the concurrent enrollment process. Informing instructors of this possibility would increase the use of the fund. It would also be possible to increase the reimbursed amount to 75% Funds not expended should be available for other professional development uses.

4. The District should increase its use of faculty released time for course development and experimental teaching projects.

CAREER DEVELOPMENT PATTERNS

From one perspective, the faculty is a collective body with collective needs and interests. District staff development programs can do much to improve the well-being of the faculty as a whole through improved communication patterns, increased teacher support services, and sponsorship of workshops, colloquia, and seminars. These group approaches to staff development are discussed in other sections of this report. From another perspective, however, the faculty is made up of individuals, each of whom is pursuing a separate, personal career, a career which he or she is advancing, perhaps only incidentally, at one of our campuses.

Community college instructors, like professors in other segments of higher education, are in many respects more like independent contractors than employees. Their jobs are protected by tenure and other due process laws, and while on the job they are relatively free of supervision and control. The main components of their professional activity -- teaching, doing research, or grading papers -- are done in isolation from other teachers and from college administrators, who, because there are no generally accepted norms to measure effective teaching, have little or no objective, concrete evidence of a teacher's success or failure in the classroom.

So long as teachers meet their classes and turn in the required paperwork, a college can make few demands on their time. The college as an institution is dependent on the voluntary efforts of faculty to go beyond the minimum requirements of service. Within the classroom it is the faculty who motivate the students, impart an

enthusiasm for learning, and instill confidence in education, or alternatively, create a more negative environment for student learning.

Outside the classroom, college professors also have options. They may choose to use their class-free time to advance the interests of the college by participating in and contributing to campus life, or they may devote their time and energies to interests outside of the college. The level of faculty commitment to the goals of the institution, sometimes called team spirit or morale, is thus an important factor influencing both the quality of teaching and the institutional vitality in our colleges.

The issue of whether or not a faculty member identifies his or her career interests with the interests of the college is of critical importance to the institution. A comprehensive, effective staff development program must therefore address not only the group needs of the faculty, but also the specific career needs of individual faculty members.

Recent studies of faculty career development have benefited from general studies of life cycles and career stages which demonstrate that individuals pass through several district stages of life, each with its own needs and ambitions. The way in which a person can be helped is determined to a significant degree by his stage of psycho-social development.

Young faculty enter the profession with high expectations and great enthusiasm. They dream of making scholarly contributions or pursuing research projects. [1] For them the most attractive District programs

would tend to be those which support their research interests, such as outside grant information and proposal writing support, conference attendance funds, study leaves and sabbaticals, instructional development grants, and rewards and recognition for scholarly achievement.

In the decade which begins at about age 30, faculty begin to try to "locate themselves within the organization and strive to achieve a position of some autonomy and importance." For them the need may be for committee work, inter- and intra-institutional contact, professional organization activity, or other forms of social activism and outlet.

At 40, the stage of the mid-life crisis, they question the visability of the profession, reassess their own status, influence, and power in relation to their peers, and consider their prospects for change. Some change their dream; some leave the profession. [2] The best institutional support for faculty in this stage of life may be programs which offer variety, new challenges, upward mobility, or retraining.

Beyond 50, faculty begin to accept their colleges and their own careers for what they are rather than what they could have been. For many, this season brings a reduction in competitiveness, increased interest in off campus activities, and acceptance of the role of elder statesperson and mentor to junior faculty. [3] Faculty exchanges, travel opportunities (Fulbright grants, accreditation visits, sabbaticals), and avenues for expression of leadership abilities and sharing of experience may be the most attractive programs at this career stage.

As faculty near retirement, the options for change and the desire for change narrow. Some reach the height of their powers; others undergo a decline in energy. In addition to most of the above programs, particularly those which draw on the expertise which comes with experience, career development approaches attractive to this stage of growth might include senior faculty mentor programs, opportunities to teach reduced, pre-retirement schedules, and retirement incentives.

Teaching is a profession which carries within it the possibility for change and growth. Lectures can be revised and techniques can be changed from semester to semester. For many, however, the ability to introduce enough novelty in their work to keep it interesting year after year is an impossible task. Burnout occurs to the most dedicated professional if repetition is unrelieved for long enough.

The incentive structure compounds the problem of burnout, since senior faculty have no extrinsic reward for their efforts. There are, of course, intrinsic rewards in teaching. Seeing the growth and development of students is satisfying enough to keep many teachers operating at peak performance. But in terms of incentives, the salary schedule is biased toward younger faculty, who receive regular pay increases as they progress through the columns and steps of the pay scale by taking classes, or simply by adding another year of seniority. Senior faculty who have reached the top of the salary schedule receive no monetary rewards for additional years of experience and no further financial incentives for coursework, professional growth activities, or continued achievement.

In the LACCD fully 63.1% of the faculty were at the top of the salary schedule (E 12 or above) in 1983-84. Although this figure is down from a high of 72.2% in 1981-82 due to the early retirement incentives offered last year, it is still indicative of a problem. If only a third of the faculty can improve their financial condition by academic effort or work experience, then the salary schedule structure, designed to be a primary motivator for the advancement of those institutional values, is no longer serving its purpose. Other incentive structures must be considered.

The Los Angeles Community College District is no different in this regard from the higher education community at large; the short academic career ladder results in a dilemma for those at the top of the scale.

[4] The tenured full professor who wants to stay vital and involved, and who wants some degree of reward or recognition, is virtually forced to turn away from the classroom. The career advancement choice may be within the educational establishment, such as writing for publication, becoming active in a professional society, or accepting an administrative post. It can also be outside the field of education altogether in related areas such as consulting, or in a business totally unrelated to teaching.

If it is true that teachers can advance their careers or their economic condition only by leaving the classroom, the reward structure is acting against the interests of the teaching function rather than for it. The challenge for the District is to find ways to keep excellent teachers in the classroom by recognizing and rewarding good teaching.

On the national level the problem of rewards for good teaching has led to the proposal of "merit pay" for teachers. Those who favor merit pay argue that higher pay for higher performance is basic principle of American society. They believe that the best people can be attracted and retained with the judicious use of financial incentives, as is the case in the business world. On the negative side they hold that incompetence should not be rewarded with automatic raises.

Those who are uneasy about merit pay, or oppose it altogether, as is the case with most teachers and teacher organizations, do not trust the way judgments of merit would be made. The key to an effective merit pay system is an objective measure of performance. Even in business, opponents argue, merit pay only works in areas where performance is easy to measure, such as sales and top corporate management. Everyone can agree on which salesperson sold more cars and on how much profit the company made.

There is no such consensus on how teaching should be evaluated. Research on effective teaching has not produced a methodology of instruction that can be identified as the best, nor has it discovered "the set of teacher attributes that promotes student learning." [5] Without an evaluation tool, how can teachers be compared and ranked fairly?

Beyond the fairness issue is the question of whether merit pay actually works, particularly in the public sector. There is some doubt about how extensively merit increases are used in business. Most American workers do not work under a real merit pay system. Where such systems do exist they are not always successful. Pay is only one motivational factor, and not always the best one at that.

Even where merit pay plans are held to be successful it should be noted that the bonuses given to employees in private business are almost always a secret. In the public sector salary information is a matter of public record. When teachers in San Marino, California finally succeeded in obtaining the names of teachers who were being rewarded under their 25 year old merit pay plan, they voted to drop it. When the federal Civil Service began a merit pay plan in 1978 to ensure that federal employees were rewarded fairly, it did not anticipate the strife it would create. What was supposed to be an honor for outstanding service was decried as cronyism by those who were passed over. The merit system reforms actually demoralized more people than were rewarded, and have since been effectively abolished.

Another nationally discussed form of incentive pay is the "master teacher" concept. The state of California recently enacted bills to create a program of master teachers in the K-12 grades. Under the new law school districts can designate 5% of their teachers as master teachers, and pay them up to $4,000 a year more. Selections are to be made by a panel of teachers and school administrators.

Although the master teacher concept is considered a form of merit pay, there is an important distinction that has made it more acceptable to teachers and teacher organizations. (In California both major teachers' organizations endorsed the master teacher plan.) Merit pay is seen as a reward based on two subjective judgments: first, what constitutes good teaching, and second, who is doing it. The same judgments have to be made in selecting the master teacher, but objections are less intense because the master teacher performs extra work for the extra pay. The distinction is that one is a reward and one is a promotion, and we are more used to the subjectivity associated with the latter than we are with the former, particularly if the judgments are made by our peers.

To elevate teaching as a profession and to keep effective teachers in the classroom, the Commission for the Advancement of Teaching believes that the District should place emphasis on the development of the career ladder for teachers rather than simply rewarding excellence with merit pay. The recommendations of this chapter are made with that approach in mind. However, the Commission also recognizes that methods of teacher evaluation will have to play a role in determining who shall move up the ladder. Unfortunately, the current evaluation procedures are perceived by both administration and faculty as having little credibility or value. Evaluation ought to be a part of the total staff development program, not just a paperwork requirement as is now the case.

A constructive, respected evaluation system would provide the standards of the profession. A flexible, extended career ladder would provide the incentives. In combination these two tools of professional development would contribute much to the quality of education in the District.

RECOMMENDATIONS

1. Department hiring committees should consider the incorporation of a teaching demonstration in their selection procedures. Some departments ask final candidates for permanent positions to teach a class to the department before final selection, and have found the practice to be very helpful in determining a prospective candidate's teaching abilities.

2. Departments should assign an experienced member of the department to act as a mentor to each new probationary instructor. The mentor would introduce the new instructor to the resources, policies, practices and personalities of the college, and would be available to answer questions and provide professional advice and support when needed.

3. Special in-service workshops should be given to probationary instructors, utilizing the flexible calendar days or a special orientation week prior to the first class session. Given the heavy demands of class preparation in the first years of teaching, the District may wish to consider a policy of limiting the number of class preparations for the probationary instructor's first semester or year.

4. The Board of Trustees should respect the professional judgment of the peer review process, and should overrule a negative peer evaluation of a probationary instructor with great reluctance.

5. The District should institute an Employee Assistance Program to provide counseling and crisis intervention for teachers whose careers and teaching performance are being damaged by alcohol or substance abuse, or other serious personal problems.

6. Individual colleges and the District as a whole should explore the possibility of establishing endowments dedicated to the advancement of teaching. Existing foundations could be used for solicitation of corporate and private donations. The funds generated from the endowments could be used in a variety of ways.

A. An endowed chair could be established in a specific subject field. Although the details of the position, such as the job description, compensation, and means of selection would have to be worked out through established District procedures of consultation and collective bargaining, the Commission for the Advancement of Teaching suggests the following model as the departure point for discussions.
   1.) The person should be selected on the basis of teaching excellence and professional standing in the discipline.
   2.) The selection procedure should be conducted by a committee of peers in such a way as to insure faculty respect and acceptance of the individual selected.
   3.) The job description for an endowed chair should be structured so that it would be a non-threatening, enriching experience for the individual selected and for members of the discipline.
   4.) In exchange for the endowment the distinguished professor could perform the following sorts of tasks:
      a.) Serve as a clearing house for teaching ideas in the subject field.
      b.) Attend professional conferences and share information with colleagues.
      c.) Review media and software for the discipline.
      d.) Be available to consult with discipline department chairs.
      e.) Allow interested faculty to observe his or her classroom performance.
      f.) Be available to faculty who would like a classroom observation or teaching advice.
      g.) Provide orientation to new faculty in the field.

B. A campus fund could be established to defray expenses for individual faculty research, writing, or teaching innovation projects.

C. An endowment could provide released time and/or an honorarium for delivery of a "Distinguished Faculty Lecture" on individual campuses for the District as a whole. Such a fund could also be used to bring distinguished outsiders in as visiting professors or to participate in other short term campus or District activities.

D. Endowment funds could be used to purchase released time for independent study, curriculum development, or other professional activity which cannot be funded in the regular college budget.

7. The District should increase its use of released time for the performance of needed college functions. The District should consider apportioning any new administrative load on the campuses or at the District as released time assignments to faculty. The released time tasks would provide new challenges to faculty, help to break down the "us"/"them" attitudes of faculty and administration, test the administrative talent of a larger number of persons than is now possible, and bring greater flexibility to the administrative ranks.

8. The District should examine its procedures for the implementation of new ideas. Enthusiasm and creativity in individuals an be burned out quickly if bureaucratic obstacles block all initiatives for change. Conversely, enthusiasm and creativity will be kept alive and fostered if there is some assurance that a new idea will get a hearing and, if judged to be good, will have a fair chance of being enacted. Individuals must be encouraged to try new things, and one way to do that is to support new initiatives and to allow failure. Similarly, the District should not be afraid to experiment or to fail.

9. Department Chairs and Deans should know the backgrounds, professional interests and career goals of their faculty. Only when the chairpersons and deans know the specifics of an individual's resume can they provide the incentives and support needed.

10. The District should seek ways to increase the number of faculty participating in voluntary inter-campus transfers, inter-district and foreign exchanges, and exchanges with industry.

11. Passage through the academic ranks of the professorate is currently accomplished by longevity. In contrast to the practice in most colleges and universities, where the ranks of Assistant, Associate, and full Professor carry great value, academic rank in the LACCD has little meaning. It is not seen as a reward for merit, and does not benefit a teacher either financially or in terms of prestige.

    The Commission believes that the requirements for passage through the academic ranks should be stiffened, and that appropriate prerequsities should be attahced to each rank. The Academic Senates, which are responsible for awarding rank in the District, are now in the process of examining the standards and requirements for rank. They may wish to consider the following ideas as they develop their proposals for changes in the academic rank award procedures.

In exchange for increased rigor in the attainment of rank (proof of professional growth activity, contributions to the subject field or to the teaching profession, research and writing activity, teaching innovations), the conferral of the rank could bring with it:

A. the privilege of teaching in an honors program.
B. the right to teach an upper level course of one's choice.
C. a reduced load for one semester.
D. the opportunity to serve as a mentor for junior faculty.
E. the invitation to deliver a distinguished faculty lecture or forum.

12. At the appropriate time responsible parties should review the faculty evaluation procedure for its ability to encourage quality teaching as well as provide due process to teachers.

NOTES

1. H. L. Hodgkinson, "Adult Development: Implications for Faculty and Administrators," Educational Record 55(Fall 1974) p. 266.
2. Ibid, p. 270.
3. W. Todd Furniss, Reshaping Faculty Careers (Washington, D.C.: American Council on Education, 1981) p. 84.
4. Michael C. T. Brookes and Katherine L. German, Meeting the Challenges: Developing Faculty Careers, ASHE-ERIC Higher Education Research Report No. 3 (Washington D.C.: Association for the Study Higher Education, 1983) p. 35.
5. Daphne Siev White, "Can Merit Pay Work in Education."American Educator (Winter 19834) p. 10.

SOCIAL COMMUNICATION AND SENSE OF COMMUNITY

Communication is the essence of education. The individual, person-to-person contact between teacher and student, whether in the lecture hall, the laboratory, or the library, is the core of the educational experience we provide on our campuses today. Whatever can be done to improve communication, both inside and outside or the classroom, is a benefit to the quality of instruction which occurs in our colleges.

If communication is the stock in trade of an educational institution, it follows that colleges and the District should devote serious, continuing attention to its care and maintenance. The lines of communication in an educational institution need to be examined with the same scrutiny as is given to the physical plant, and when new processes are needed or old ones fall into disrepair, steps should be taken to address the issue with the same sense of urgency that would be demanded by a problem with physical facilities.

The first level priority for the improvement of communication and communication skills is in the classroom. The contact which takes place between the teacher and the student is not easily changed, but neither is it beyond the influence of the institution. Efforts to improve the professional gorwth opportunities of faculty mentioned in previous chapters, if successful in improving the subject matter competence and enthusiasm of the teacher, are means of enhancing classroom communication. Workshops in communication and pedigogical technique are helpful influences on classroom communication. So, too,

are college efforts to improve classroom facilities, provide media and clerical support, and upgrade student preparation for college work.

The second important area of communication which has an impact on teaching is that which takes place between teachers. On a large college campus it is easy for an individual faculty member to become isolated. It is possible for a teacher to spend a day at school, meeting classes, holding office hours, and grading papers, and have no more communication with fellow teachers than a casual greeting. One might expect that members of the same department would know what their colleagues are doing professionally, but even that is difficult. Unless formal or informal channels are established to insure that communication takes place, opportunities for contact are easily missed. Problems of communication which occur at the local level are magnified at the district level.

Information needs to flow freely in a number of directions; from the college to the students, from the students to the college, from the District or college to the faculty, and from the faculty to the college or District. The administration needs to be able to communicate with its students and employees quickly and efficiently, and vice versa. Lines of communication between faculty, staff, administration and students should be available and open for each segment of the academic community to share information with any other segment.

It is also important that faculty be able to communicate with each other. From a staff development point of view, for example, one must ask, "If a teacher has a good idea, has read a good article or

discovered a new teaching method, how does he or she tell other instructors about it?" The results of sabbaticals, research, Instructional Development Grants or other special projects are too often not publicized beyond the individual's immediate circle of friends. Faculty at a single campus have many interests and concerns in common with their discipline colleagues at other campuses, but limited vehicles of communication.

The problem of communication is compounded by the fact that we are living in a time of falling expectations. Community colleges in California have fallen on hard times in the decade of the 1980s. The growth and prosperity of the 1960s and 1970s have been reversed sharply in the past few years. The increasing criticism of our performance and questioning of our role in the structure of higher education have led to decreased public support and restricted state funding.

The result of decreased resources is isolation and alienation, and even greater strains on the ability to communicate. As there is less to be shared, the struggles within an institution become more intense. Campuses are pitted against the District, the faculty against the administration, classified against certificated; if the trend were allowed to go unchecked it would eventually become all against all, the degeneration of civilized discourse altogether.

The problem of alienation in a time of falling expectations has been described on the national level be Danield Yankelovichj. [1] His prescription for a solution to the problem is a process of consensus building. That process calls first for recognition of the problem, then

definition of the problem in a way that all can agree upon, and then the collective working out of agreement on a concrete solution. The consensus building process is, of course, dependent upon a good system of communications.

The Commission for the Advancement of Teaching believes that much of the confrontation and antagonism in educational communities is based on the demand for communication. The establishment of good communication systems among all segments of the academic community would eliminate that element of contention outright. The substantive differences between the various constituencies could then be addressed directly.

The Commission believes that positive steps have been taken in the District, particularly in the past year, to improve communication. The Board of Trustees is to be commended for its openness and courtesy to agenda and non-agenda speakers at public sessions and committee of the whole meetings. The task forces established by the Committee on Access and Excellence have opened the planning process to broader constituencies. The District Curriculum Planning and Development Committee, new this year, has the potential of being a key element in the flow of communications on educational issues. New divisional newsletters have appeared recently to favorable reviews.

Since communication is so important, District and college leadership should devote significant time and careful thought to its processes in their area of responsibility. The ability to address the real problems of the District and to build consensus as to their solution will not be guaranteed by better communication, but they would at least be possible.

RECOMMENDATIONS

1. As often as is necessary the administration, faculty, and staff of administrative units should meet to discuss formally the topic of communication.

2. Each college and the District should develop a formal, written Communication Plan.
   A. The Plan should define the systems used to communicate up, down, and laterally on the organization chart, including newsletters, bulletin boards, committees councils and informal contact. Obsolete or dysfunctional systems should be abolished. In cases where necessary linkages are not being made, new systems should be instituted.
   B. The Plan should review organizational publications. The purpose and objective of every publication and committee should be explicit, clearly defined, and part of a rational system. Their effectiveness in reaching their intended audience, and the receptiveness of that audience to them, should be measured.

      The Commission would specifically like to recommend the publication of a Professional Growth Yearbook, which would describe the intellectual renewal activities of faculty in the District. The names and project descriptions of the recipients of sabbaticals, scholarships, awards, and grants should be printed every year so that other faculty know what colleagues in other disciplines and colleges are doing. Such a publication would also make it possible for interested faculty to contact these colleagues and to learn from their experience.
   C. The Plan should include a master calendar of regularly scheduled meetings and an analysis of meeting time availability. The existence or non-existence of a class free hour, which has value in bringing faculty and students together, should be examined.
   D. The Plan should examine the availability of lounges, lunchrooms and cafeterias, free speech areas, meeting rooms, and other facilities for formal and informal gatherings.
   E. The Plan should examine the telephone system to determine whether it meets the elementary communication needs of faculty and students. For example, are the telephone books kept up-to-date, are they widely distributed, and is there a means of taking messages for faculty?
   F. The Plan should be reviewed on a yearly basis.

3. Faculty and administrative leaders should work to break down barriers to communication. As much as is possible and productive, faculty should be invited to administrative meetings and administrators should be invited to faculty meetings to share information.

4. The District Administration and the Academic Senates should continue to develop the District-wide Discipline Committees as an inter-campus information and communications resource.

5. The District should develop a procedure for the review of forms and documents to insure their clarity and appropriateness to the task. Communications to the faculty, such as payroll stubs and notices of personnel action, should be in plain English rather than computer code, acronyms, or other technical language.

6. Department Chairs and Deans should keep track of the professional attainments and current interests of their faculty. By knowing what a faculty member has accomplished in the past, what they are working on currently, and where they hope to go professionally, Department Chairs and Deans can better direct resources, information, and support to them. They can also draw upon their expertise for the benefit of the rest of the department or college. To get to know their faculties well, Department Chairs might find it useful, for example, to maintain a file of current resumes of department members.

7. Faculty forums, athenaeums, guest lectures, and other intellectually stimulating activities should be encouraged and supported.

8. Social gatherings such as Departmental Teas, Faculty Breakfasts, and Student/Faculty/Staff Socials should be encouraged.

NOTE

1. Daniel Yankelovich, "Information, Judgment and Consensus," Kettering Review (Summer 1983) pp. 25-31.

TEACHER SUPPORT SERVICES

The story is told of a farmer who was being recruited by a local college for an extension course in agricultural methods. His response was that he already knew how to farm twice as well as he was able. Faculty members being offered new ideas for improving their teaching might well respond the same way. That is, they already know ways they could improve their teaching, but cannot implement the changes because of physical limitations of time, money, or support facilities. The professor who would submit an article or book for publication if it were retyped, or increase the writing component of the exams if there were time to comment individually on each essay, or deliver a more efficient lecture if there were better visual aids in the classroom, is a professor whose teaching is less than what it could be.

Each of these impediments--the lack of clerical support, tutorial assistance or teaching equipment--are obstacles which can be overcome if the teacher is willing to expend the time and personal funds to do so. For some, however, the obstacle becomes an excuse for blocking all change. For the resourceful teacher the expenditure of time and money required to overcome the limitations of inadequate support detracts from other positive contributions that teacher might make in other areas of the institution.

If most teachers already know certain ways their teaching can be improved it makes sense to begin the staff development there, before introducing new ideas and methodologies. An already frustrated teacher is not as susceptible to suggestions for change as one who is satisfied

with his or her current effort. By removing the minor problems encountered by teachers, we not only enhance their current effort, we open them to even greater change. Thus, minor improvements in support services may yield major increases in teacher efficiency.

During the years of fiscal crisis the Los Angeles Community College District consciously decided to cut back on expenditures for things in preference to cutbacks in personnel. As a consequence, the performance of the teaching function in the District has become even more labor intensive than is traditionally the case in education. The situation on the campuses today is such that teachers are being called upon to teach virtually without support. The time has come for a reevaluation of the people/things mix on our campuses, and for a return to a more balanced use of resources.

As the budget situation clears, campuses must look to the restoration of the most basic needs of faculty before launching any new programs. On-campus support for faculty should be examined from the ground up. That is, before looking at ways to increase faculty utilization of audio-visual aids, planners should determine whether the film projectors work. It will do no good to encourage the use of film or other aids if the equipment is not in repair when the teacher attempts to use it. Similarly, before more sophisticated forms of staff development are contemplated, the District must look to the elementary forms of teacher assistance.

The Commission for the Advancement of Teaching believes that the District must look at individual teachers as educational professionals,

each of whom is in need of both material and staff assistance in order to perform at maximum efficiency. The basic physical resources needed by a teacher, office space, reprographic services, classroom equipment and supplies, are important to teaching quality and efficiency. These physical teaching resources, the "things" of teaching, were among the first items eliminated as college and district budgets were cut. The other form of support to teaching professionals is in the area of personnel, including clerical assistance, readers, student assistants, and tutors. Ideally, teachers should not be sent into their classrooms without support, but should have the focused resources of the institution at their disposal.

The final type of support which needs to be available to teachers are the institutionalized support functions on the campus such as the libraries and learning resource centers, instructional media services, learning skills centers, computer assisted instruction labs, individualized tutoring centers, and counseling services. The Commission is examining each of these functions in separate studies and will make specific recommendations in these areas in later phases of its work.

The fundamental cause of the deterioration of support services of all types is the funding mechanism for community colleges, which is based on Average Daily Attendance (ADA). Because the number of students in the classroom is the sole determinant of the District's revenue, support costs tend to be viewed as overhead, rather than as important ingredients of a balanced program. The devaluation of support

services will end only when the quality of education in the classroom becomes as important as the headcount.

RECOMMENDATIONS

1. The District should seek ways to change the state funding mechanism for community colleges so that some consideration is given to the balance, quality, and cost of programs in the calculation of revenue, rather than simply counting the number of students in the classroom.

2. The 50% rule should be reexamined to determine whether it is an appropriate measure of operational efficiency, and whether the definition of "direct cost of instruction" should include or exlcude various kinds of instructional support services.

3. The District should continue its pilot project to determine the proper mix of machine and clerical assistance necessary for efficient departmental operation.

4. The District should offer the services of an academic department, or a college, as a test site for any private computer corporation which might wish to computerize an academic unit for experimental purposes. Such experiments have been attempted at several four year universities, much to the benefit of faculty. If outside vendors cannot be found to donate the equipment and services necessary to run such a test, the District should consider a pilot project of its own on departmental automation.

5. The District should support the development of classroom management systems (grading, record keeping, electronic filing and storage) and word processing for individual faculty members using District computers, or their own home computers.

TECHNOLOGY AND TEACHING

The advanced computer and telecommunication technologies developed in the past decade have ushered in the Information Age. Social scientists tell us that just as the early nineteenth century was called the Industrial Revolution because of the great changes in the production of manufactured goods, our era will be known as the era of the Communications Revolution, in which the means of human interaction underwent enormous change. Since the essence of education is information and communication, the Los Angeles Community College District, as an educational institution, has no choice but to be part of the Revolution.

The impact of technology on District affairs is great and growing, both in terms of budgetary resources and functions performed. Small computers have been seeping into the District at an increasing rate during the past several years. To supplement the large Honeywell mainframe, the District is purchasing or leasing significant numbers of mini- and micro-computers. Vocational education monies and state and federal grants are bringing in micro-computers by the dozens for use in special programs. Departments and divisions are independently purchasing word-processors and micros. Individual faculty members are buying personal computers for home and work. The question is not whether we will embrace new technologies, but how we will embrace them.

One example of the impact of computers on an individual college can be seen in the case of Harbor College, where significant growth in the use of computers has occurred in the past several years. Instructors,

classified employees, and administrators have been open to the use of computers and have followed a coordinated program of development. In the past three and a half years, over half of the Harbor faculty has attended at least a one-hour orientation to the computer. Several are using the computer for direct instruction or as support for instruction (word processing, test generation and scoring, text readability). At least a dozen instructors own personal computers, and many more have expressed a desire to purchase one in the near future. Several administrators have incorporated word processng functions in their activities. Counselors can verify SCAT scores with the computer. Approximately twenty classified staff members have been introduced to word processing, and twice that number have indicated an interest in learning the skill.[1]

The Commission for the Advancement of Teaching has identified four areas in which the rapid introduction of these new technologies is affecting teaching in our colleges: administrative support systems, curriculum content, instructional technology, and teacher support services. Each of these areas is distinct in its needs and purpose, and yet each is an interrelated part of the whole phenomenon of technological growth in the District. By examining each area separately it may be possible to reduce the technical complexity of the issue to more manageable proportions.

Technology and Administration

Computers and data processing equipment have been applied to almost every facet of college administration. From registration of students

to the printing of class schedules, to the keeping of attendance and recording of grades--computers are in the background of much that teachers do. A recent national survey reported that 95% of the 244 colleges surveyed were using computer systems for administrative purposes, including financial management, personnel, and admissions. In clerical areas, about 60% were using computers for word processing.[2]

In the Los Angeles Community College District the administrative applications for computers are numerous and are thoroughly integrated into the management systems of the District. Payroll, accounting, WSCH and ADA calculations, and numerous other activities were computerized long ago, making computers as vital a utility as electricity. When the importance of the administrative functions of computers is added to the importance of computer courses in the curriculum, the role of computers in the District becomes a major issue for senior administrators and trustees.

When computers work according to plan, they are a help to the teaching process. When they do not, they can be counterproductive to the teaching effort. Everyone has a favorite computer story. Computers are indicted when students have to wait in line three hours to register. They are blamed when departments are told that a class cannot be scheduled a certain way because "the computer won't allow it." And somehow it is the computer which is responsible when preparation of the class schedule and catalog take longer to do, require more work, and cost more money when done by computer than they did when they were done manually.

The fault, of course, is not the computer's. The fault derives from the human error of allowing decision making and policy to be tailored to the machine, rather than the other way around.

Technology and Curriculum

High technology is demanding more attention as a curriculum matter. The need for new high-tech courses and additional sections in existing courses, such as computer science and business data processing, grows more pressing each semester. Additionally, the subject matter taught in the many trade and technical courses changes as the state-of-the-art in the trade or industry changes, which is to say, at a very fast pace. The ability of an instructor to maintain currency in the field, and the ability of the college to provide state-of-the-art equipment, are being severely tested. New technologies also eliminate the need for some trade programs altogether, creating a need for selective faculty retraining.

The dilemma is that if the curriculum moves too slowly it does not serve the needs of society for highly skilled workers. If it moves too fast there is the danger that we will be left with large and out of date programs when the technology becomes obsolete. For example, if we were to produce large numbers of computer programmers, and computers themselves begin to take over the task of programming, which may be possible in the future generation computers, large numbers of human programmers would be unnecessary. In today's world high-tech is not high-tech very long.

The Commission believes, however, that normal college and District procedures are adequate to address the issue of curriculum balance. As more resources become available, a large percentage will be devoted to moving the curriculum into high-tech areas which are not yet served, or which are inadequately served. At the same time the basic responsibility of providing students with a lasting education through breadth requirements and core courses will remain central to our mission.

Technology in the Classroom

New technologies provide alternate means of delivering information to the students, both in classroom and non-classroom situations. The list of instructional technology which has been introduced into the classroom begins, perhaps, with the chalkboard and chalk, and now includes films, filmstrips and other audio-visual aids, language laboratories, modularized audio-tutorial systems, computer assisted instruction, and instructional television, to name a few of the latest advancements. The aim of each of these new technologies is either to improve a teacher's ability to communicate ideas to students or to reach more students. The District has committed significant resources to instructional technology, but recent budget cutbacks have reduced capabilities in this area.

The use of available resources varies from campus to campus and from faculty member to faculty member. From the overall perspective, however, it does not appear that we are in the midst of a revolution in the way we communicate with our students. Perhaps we are too close to

what is happening to realize the magnitude of change around us, but it may be that we are not, in fact, doing things very much different from the professors who taught us.

It has often been said that teachers are the most liberal of people when it comes to change, modernity, and progress in other institutions or professions, but the most conservative when it comes to their own. From one point of view, however, teaching does not change, but remains as it has always been, the mind-to-mind contact between the teacher and student. Whether that contact is the open air discourse between Socrates and his followers in the fields around Athens, or the audio-visual aided presentation of a modern day professor in a large and well-equipped lecture hall, the essence of the experience is the same. It is the methods of teaching, not its essence, which are affected by the introduction of new technologies.

The reason for the introduction of technology to teaching is not to alter the experience, but to improve its quality and make it more available to others. It is a mistake to believe that the technology is doing the teaching. Behind every technology, whether it be films, TV, or self-paced computer modules, there is a teacher, educating through the new medium.

The introduction of technology to teaching has not been a jobs issue as it has been in manufacturing or other industries. The number of teachers in the United States has seen a steady increase for decades, even when enrollments have declined. Technology does not appear to have displaced teachers; rather, it has reached new students who would not otherwise have had access to education.

An analogous process can be seen in Gutenberg and the printing press. On the one hand, Gutenberg put the monks who made books out of business. On the otherhand he freed the monks for more spiritual callings, provided them with new opportunities in the printing trades, and greatly expanded the readership of books. Similarly, technological advances in television, cable networks, and self-tutorial computer programs reach many people who would not otherwise receive education. And many of these are led to further their education in more traditional patterns.

The limited use of instructional technology by teachers has been disappointing to educators who held such high hopes for it in the 1950s and 1960s, and to contemporary advocates as well. Modern enthusiasts of instructional technology include such well known figures as B.F. Skinner, a behavioral psychologist and long time advocate of teaching machines and programmed instruction.

Skinner argues that the efficiency of education could be doubled by using machines which allow a student to move at his or her own pace. "In a well-designed instructional program, students gobble up their assignments," says Skinner, who points to youthful fascination with video games as proof that aboundant reinforcement of successful action is enough to motivate proper study habits. The key to acceptance of computerized instruction, he believes, is to develop programs so attractive and so effective that no one--students, teachers or administrators--need to be coerced into using them.

Computers do have a number of useful applications in the classroom. They are a good delivery system for rote drill exercises and self-paced courses. They can perform time-saving numerical computations. They can file and retrieve laboratory data. However, they can also become a crutch used to avoid flexing intellectual muscle. If not properly used computers can "short-circuit" insight and be educationally sterile if not actually deleterious. To be beneficial a computer must demand intellectual participation rather than passivity on the part of the user. The ability to demand feedback from the user, to force the user to think, is the difference between the computer and television.

> The most gratuitous misuse of the computer is as a page turner of text presentations....The computer screen presents a paragraph or two, and the student is then asked some vacuous questions that are answered either through multiple choice or by inserting phrases directly from the text....A book is a far handsomer and better purveyor of text than the computer screen, and it is unwise to lure students away from habitual use of books.[3]

Computers have the ability to conduct Socratic dialogs with users, but the programs are expensive or not yet available in many teaching areas. Unfortunately, the weak link in most instructional technology is precisely there, in the software, and not in the people or the hardware. The lack of acceptance of instructional technology can at times be blamed on the inconvenience, unreliability, or cost of the equipment, but more often is due to the inapplicability of the materials to classroom use. The films may be too long, too out of date, or just not suitable for the day's lecture. The computer assisted instructional package may not be keyed to the textbook, and few instructors are able to program their own.

Another reason for the rejection of high-tech in the classroom is the deep seated human need for social interaction. In his book on the large trends in American society, Megatrends, John Naisbitt points out that high-tech leads to high/touch. That is, the introduction of high technology in our lives leads to a need for human contact, or touch. Campus life, which provides the human contact with teachers and students, is that element.

> The sociology and human contacts of the classroom are basic to the mechanisms of intellectual growth. The classroom provides an opportunity for vivid, clarifying, motivating demonstrations. It gives the student contact with distinguished intellects, allows discursive presentation of intellectual perspectives that can be only cryptically outlined in an introductory text, and encourages conversation, argument and discussion. Displacement of the classroom by computers would be a disaster.[4]

It is important that technological innovation proceed with concern for the human element. Students gain a great deal from the campus and the classroom. They can also gain from the intelligent application of technology to their learning experience. The need is to build bridges between the student, the teacher, the media technologist, and the machines. In any case, it is unrealistic to expect too much from machines alone.

On the other hand, it may be that the computer revolution is moving faster than we think. One reason why many teachers have avoided the computer issue is the belief that the teacher must do his or her own programming. Soon every major text will have a computer program keyed to it. Study guides and sample questions will come on diskette rather than, or in addition to, booklet form.

Such materials will supplement, not replace, current teaching aids. The teacher will orchestrate their use in the classroom. Such materials will provide another option to the teacher only if he or she is prepared to use them. The District must sponsor a significant staff development effort in the basic use of computers if it is to have a staff which is open to and ready for the future opportunities in classroom use of computers.

Technology and Teacher Support

In broadest terms the teacher support services of the District include libraries, media centers, and many other major college and District functions. These have been discussed in earlier sections of this chapter, and in the "Teacher Support Services" chapter. In that chapter it was suggested that a teaching professional ought to have a combination of support systems behind his or her classroom activity, including clerical, institutional, and mechanical services. As mentioned above, computers have been applied to the information needs of administrative functions of the District such as WSCH and load reports; but little has been done for the information needs of the classroom teacher such as add/drop notification, accurate rosters, and prerequisite checks of enrolled students. Teaching and classroom management applications of computers need to be given as high a priority as management functions.

Computers, if placed at the disposal of individual teaching professionals, can be part of that support system, particularly in the non-pedagogical areas of professional activity.

Low cost home computers have the potential of increasing teacher efficiency by freeing teachers from the many clerical and computational duties related to classroom management. If less time is required to perform mundane, rote tasks, more time can be spent on reading, preparing classes, and teaching students. A significant effort is now underway in the District to apply computer technology to the non-instructional activities of classroom teachers. Dr. William Duxler of Pierce College has developed a Test Construction and Evaluation System (TCES) for use on District computers. The system includes facilities for storing large banks of test questions and word-processing facilities for selecting and editing those questions to construct an exam. It can then grade the exams, analyze the results, maintain a record of student grades, and perform numerous other functions of benefit to instructors. The District has recognized the potential of the system and has taken steps to expand its availability to faculty.

Micro-computers have great potential for assisting teachers in performing basic typing and editing tasks. The word-processing capacities of computers, for example, can be used to electronically store lecture notes and tests for quick and easy updating. The yellowed lecture notes of the professor, with occasional scraps of newer paper inserted, not always in the right place, would be a thing of the past. Facts, hand-outs, or research information could be pulled from log-on data bases for inclusion in today's lecture. Correspondence can be produced quickly and with fewer errors. Routine typing tasks such as syllabi and bibliographies could be updated easily.

The District is now testing the application of computers to the clerical needs of classroom teachers in a pilot project at Valley College. A Faculty Support Center has been established to house four dedicated word-processors and a telephone answering center. It will be staffed by four word-processing operators, a clerk and a supervisor, who will be available from 7 a.m. to 7 p.m. to perform clerical services such as typing and taking messages for all Valley College faculty. This project will help determine what level and combination of clerical and machine support will best serve the needs of teaching faculty, and may lead to reorganization of clerical services at other campuses in the District.

Computer training ranks consequently at the top of needs assessment surveys of faculty, not only because of the many possibilities they see for their use, but also because computers are becoming more important in their professional lives. For the computer-illiterate, modern libraries are becoming more difficult to use and research opportunities more restricted. Students are arriving on campus with electronic savoir faire beyond that of their teachers, who, to remain credible as teachers, must increase their sophistication or become isolated from the new generation of students.

The computing and information processing resources of the District are great and growing. As more classroom and classroom management applications become available the demands of teachers for access to computing resources will increase. The claim made by the instructional program on present technologies is only faintly heard, but the District should anticipate that future demands will be more pressing.

The Problem of Technology

The need for professional growth opportunities for faculty is especially pressing in the area of computer technology. The District must prepare for the time, soon to come, when personal computers will be within the financial range of every teacher, and beyond that, within the range of every community college student. There are those who disparage the importance of computers to the future of education. At the other extreme, there are those who exaggerate the savvy of the coming electronic generation of students and the ignorance of current faculty who will have to deal with them. The truth may rest somewhere between the poles, but it is safer to prepare faculty for the future than to do nothing. The extra training cannot hurt, but ignorance could.

There is much expertise and a wealth of experience on the individual campuses of the District. Campus computer development programs are, however, uneven across the District. Some have well articulated plans; others are undergoing computerization-by-osmosis. In any case, the activities of the individual campuses are being pursued without reference to an overall plan because at the present time there is no District computer policy, and no plan for the future.

The computerization efforts of discrete units may be adequate as individualized activities, but they might be even better if they were part of a coordinated activity. The synergistic effect, in which the individual units operate more productively together than they do in isolation, is particularly applicable to computer systems.

The choice before the District is whether to allow the campuses to continue on their own separate paths and with their own momentum, or to attempt to coordinate District activities and more actively manage the process and direction of change on a District-wide basis.

The Commission for the Advancement of Teaching believes that the latter course is the most prudent path to follow and that the District should develop a District-wide plan for computers and information technology. The plan would coordinate and assist local college plans, allowing for the inherent differences in college needs. It must, however, be driven by rational, educationally sound policies common to all. In the words of the Carnegie Study of the high schools of America, "The deliberate absence of a computer policy is itself a policy with major risks."[5] To avoid those risks and to eliminate inefficiencies and waste, the District must articulate its values and purpose in the area of technology.

This is not to suggest that all decision making and authority in the area of high technology should be centralized in the District Office. It does mean that the District should have an overall perspective and understanding of the technology issue; that it should have an integrated, District-wide plan which is flexible enough to include the widely varying needs of each campus, yet directive enough to improve efficiency, compatibility, and linkage of current resources; and that it should establish certain broad values and principles under which the introduction of technology should proceed.

The Commission believes that the following principles ought to be among those considered by those charged with the responsibility of computer planning. First, the future of computing, and the source of greatest potential for District faculty, is in the area of microcomputer networking. To that end the District should concentrate its resources on the infrastructure of a District-wide communications network. Since individuals, departments and divisions, and colleges are already motivated to purchase and use computers, the best service the District could provide is to insure that once purchased, the computers could be plugged into a powerful array of programs, information and services. The infrastructure necessary to such a system includes items such as phone lines, modems, data bases, software, libraries, service and repair systems, hardware and software inventories, clear delineations of system compatibilities, and most important, a widely understood computer policy.

It would be a great benefit to prospective purchasers if they could know how their purchase will fit into the overall system, and what resources would be available to them if they select a certain system as opposed to another. There are so many different systems on the market today that the District should not dictate which particular brand of microcomputer it will support; experimentation with many systems has some advantages at this stage of development. Furthermore, the investments already made by some campuses would be greatly disadvantaged if the District chose to support only one system. The District can, however, direct its support to broad areas, and clarify what it can do in all areas.

Over time the number of compatible networks available to new users could be brought under control. Resources could be directed away from marginally useful networks and toward the stronger ones.

Second, decisions about the purchase of hardware should be the last decisions made, not the first. The easiest decision to make is the kind of computer needed to do a job. The most difficult task is to define the job to be done. Too often that task is avoided until after the purchase is made, with reluctant problems and dissatisfactions. The proper decision making sequence should be to first determine what the new system is expected to do, then what software is available to perform the task, and finally, what machine will fit the software and the job.

Machines should be tailored to the job, not the other way around. The decision to purchase a computer must be made on the basis of affirmative answers to the fundamental questions. Is the job big enough to demand computerization? Are the problems amenable to solution by a computer? Does the expense match the benefit? And once the purchase is made, decisions should not be tailored to the needs of the machine. We must dictate to the machines rather than letting them dictate to us.

Third, technology includes people, not just machines. People must be trained to use the machines. To reap the fullest advantage of new technologies the people themselves must be raised from low-tech skills to high-tech skills. They must learn how to operate the machines manually, how to apply them to current functions, and eventually, how to perform new functions beyond those originally envisioned.

Finally, we must remember that technology is not the answer to all problems.

> The temptation to send in computers wherever there is a problem is great. There's hunger in the Third World. So computerize. The schools are in trouble. So bring in computers. The introduction of the computer into any problem area, be it medicine, education, or whatever, usually creates the impression that grievous deficiencies are being corrected, that something is being done. But often its principal effect is to push problems even further into obscurity--to avoid confrontation with the need for fundamentally critical thinking.[6]

The District must not let the popularity of computerization override sound thinking on the technology issue. "Computer literacy" is knowing how to use a computer. "Computer wisdom" is knowing when to use it.

RECOMMENDATIONS

1. The District should initiate a comprehensive staff development program in computer technology. The scope and objective of the program should be to make it possible for every member of the faculty who wishes to become computer literate to do so.

2. The District should expand the membership and the charge of the Computer Services Policy Committee, or establish a new Committee on Computing and Information Technology. The Committee should include in its membership representatives of subordinate committees (BDP, CAI, CMI), of the major divisions of the District, and of the faculty and staff. It should be charged with the responsibility of formulating policies and reviewing operations related to the computing and information systems of the District. The Committee would perform the following functions.
   - A. Prepare a statement of policy on computers for review by the Chancellor and Board of Trustees.
   - B. Prepare a long range plan for computer development in the District.
   - C. Prepare and maintain up-to-date inventories of District hardware and software.
   - D. Review local campus computer plans and provide coordination where needed.
   - E. Review all proposals for purchases of new equipment to determine whether they adhere to District policy and plans.

F. Provide liaison and share information between specially funded project and college programs.
G. Provide advice and assistance to District and campus administrators in computer operations.

3. The District should begin a pilot project to test the ability of computers to provide expanded clerical assistance at the departmental level. One or more departments should be selected, provided with various mixtures of hardware and software, and then compared with traditional department systems. Such a study would measure the impact of computerization on departmental services to teachers and students, and perhaps point the way to future changes District-wide.

4. The District should consider the establishment of a computer lending pool for faculty. From existing stocks of micro-computers, or from special purchase, a pool of computers could be assembled and made available on loan to faculty for one month periods. Many instructors would like to become familiar with a personal computer, but do not want to make the investment until they know more about them. Being able to study the manual and programs at home would be an incentive to learn and would greatly assist the faculty member in deciding whether or what to buy.

5. The District Curriculum should consider the establishment of a course on technology. The history rather than the science of technology would be the subject matter of the course. Students need to be able to explore the social, political, ethical, and economic issues raised by advances in technology.

6. The District Curriculum Committee should initiate a discussion of the incorporation of computer skills into the general education curriculum.

7. A discount program for the purchase of home computers by District students and employees should be developed.

NOTES

1. Farah Fisher, "Perspectives on Educational Computer Use in the LACCD," December, 1983.

2. Dan Angel and William C. McCusker, "Survey Reveals Dramatic Growth in Computer Use," Community and Junior College Journal, Vol. 53 No. 8 (May, 1983), p.23.

3. A.B. Arons, "Computer-Based Instructional Dialogs in Science Courses," Science Volume 224 Number 4653 (June 8, 1984), p. 1052.

4. Ibid. p. 1056.

5. Ernest L. Boyer, High School: A Report on Secondary Education in America, (New York, 1983) p. 195.

6. Joseph Weizenbaum, "The Computer Fallacy", Harper's, (March, 1984), pp. 22-23.

MISSION, LEADERSHIP AND TEACHING

In educational institutions there is never a shortage of mission statements or of calls to reevaluate and rewrite mission statements. This is because mission statements have become an institutionalized part of college governance. Mission statements are brought from the files with some regularity. The triggering event might be the advent of a new college president keen on moving away from the status quo, the launching of a five year plan, the preparation for an accreditation visit, or the demand by trustees or powerful outside forces for a statement of purpose to justify a certain level of funding. The wise administrator knows to have the institution's mission statement ready at a moment's notice.

That the education establishment puts great faith in the mission statement as a tool of scientific management can be seen in the following recommendation of the National Commission on Higher Education Issues, which was formed under the sponsorship of the American Council on Education. The National Commission identified "across-the-board" cuts as the greatest danger to quality in higher education in the decade of the 1980s. They argue that it is better to reduce the number of programs than to try to maintain all existing programs at a level of funding which erodes the quality of all. The reason is that some functions are more important than others. Unfortunately, internal pressure is usually directed toward spreading budget cuts evenly.

> To counter these understandable pressures, the chief executive of each institution should ensure that appropriate campus constituencies are fully involved in

> the establishment and timely review of mission statements, role and scope documents, and detailed strategic plans setting forth internal priorities. Resource distribution must follow these priorities, thereby reflecting and securing institutional objectives in a changing environment.

Colleges have no choice but to respect external demands for mission awareness. A recent evaluation team visit to one of the District colleges resulted in the following concern:

> The accreditation team was unable to validate a clear statement of objectives and functions, developed recently, which members of the college community could clearly articulate. Further, there is no evidence that there has been wide participation in the decision to retain the same goals from year to year.

Accreditation visits mandate reexamination of mission statements, and in this case, the mere existence of a statement was not enough.

Interest in mission statements is becoming particularly intense within the community college system in California, primarily because the reduction in overall funding has meant that colleges can no longer fulfill their stated mission, but also because increased dependence on state funding means increased state control of that mission.

The Board of Governors of the California Community Colleges has for some time wished to address the community college governance issue in order to determine which actions should be taken at the state level and which should be left to local districts. On January 27, 1984 the Board of Governors changed its statement of mission and function to advance the vocational and transfer functions as the highest priorities for colleges, and to assert its own leadership role in the governance of colleges.

It also called upon the Governor and Legislature to review the state's Master Plan for Higher Education, which is in effect a call for new state priorities.

Other state educational organizations have also been concerned about the mission issue. The California Association of Community Colleges recently published a study, Mission, Finance, Accountability: A Framework for Improvement, calling for an affirmation of the Community College Mission Statement by the legislature and the California Community Colleges. The California Postsecondary Education Commission has also addressed the issue of mission in relation to the state's Master Plan for Higher Education.

The Los Angeles Community College District has also recognized the need for a clarification of mission and functions. The most recent review of mission is contained in a January 25, 1984 discussion paper produced by the Committee on Community Colleges: Commitment to Access and Excellence, titled Educational Needs, Goals and Resources: Planning Issues for the Los Angeles Community Colleges, 1984-89.

That internal analysis of the mission issue concluded that the mission and function of community colleges "should remain comprehensive, offering a balanced curriculum responsive to local needs and educational resources." In partial accord with the state Board of Governors' new priority for the vocational and transfer functions of colleges, the Committee views those programs as "the heart of the community college curriculum, with remedial and continuing education extensions of them, necessary but variable among colleges and with changing conditions."

In effect the Committee opted for a broad mission and retention of current ambiguities rather than a narrower mission and strict clarification. The formal recommendations of the Committee included a call for the mission and multiple functions of community colleges to be made clear to legislative representatives and community constituents.

In response to the numerous calls for mission clarification, the Assembly Special Committee on Community Colleges, which was convened to study the total community college financing problem, concluded that "the legislature has sent mixed fiscal signals on what it wants and expects from the system." It recommends the establishment of a joint legislative committee to review, evaluate and make recommendations regarding the mission of the community colleges.

There are those who argue that we should not take "mission madness" too seriously. Critics of "mission statement mania" point to the generality, if not banality, of most written statements of college purpose. The dynamic which produces bland mission statement is the desire for consensus. The more specific a priority becomes, the more likely it is that the lower priority constituencies will resist. Writers are forced to water down the aims and eliminate specificity of choices to achieve agreement. In an important study of college presidents, who are presumed to be most responsible for the mission of their institutions, Michael Cohen and James March contend that efforts to generate normative statements of goals "tend to produce goals that are either meaningless or dubious."[1] What matters in an organization, critics argue, is action.

An organization's deeds tell us as much about its purposes and goals as its words do.[2]

It is a mistake to believe that a mission in print is a mission in fact. The importance of mission statements, the actual words on paper, is in fact quite limited. They certainly are not critical to the day to day functioning of a large educational institution; colleges and districts can probably operate without one, although no institution does.

Moreover, institutions often take action without reference to their mission statements, or when they do refer to them, are not bound by the words on paper. Colleges and districts commonly perform functions not in their mandate. Remedial education, for example, is not a stated function of the District, and yet is a significant part of college activity both here and throughout the state.

The lack of congruence of statements and actions can be seen by examining the history of the mission statement issue within our own District. The current educational philosophy of the District, as expressed in Board Rule 1200, is quite broad.

> It is the conviction of the Los Angeles Community Colleges that each individual should have the opportunity to develop to his/her greatest potential. To that end, it is the function of the colleges to provide for the members of the community learning experiences which will assist them to live effectively as workers, family members, and citizens.

This statement, adopted in 1969 and amended slightly in 1976, was judged inadequate as far back as 1978, when the District's Commission on Academic Standards called for a clearer statement of mission.

As a consequence of that report, a District Committee on Mission and Functions was appointed to review the 1969 statement and make recommendations for changes. A more specific statement of mission and a general prioritization of functions was presented to the Board of Trustees on February 11, 1981, but failed to pass. The original statement thus remains in effect as the definitive statement of the District's mission.

The proposed statement rejecterd by the Board had created three levels of priority for the functions of the District. Some functions were categorized as essential, some important, and others desirable, a descending order of priority. Since the revised statement was not adopted one might assume that the original statement, which gave no indication of priority, would be operative, and cuts would be made evenly across the board. In fact, cuts followed the priorities of the most, unadopted statement, whose lower priorities included community services programs, health services, instructional media production services, job placement, services to special need groups such as returning adults, veterans, and parents with pre-school children, all of which have been eliminated or greatly reduced.

It should be noted that the calls for clarification of mission and goals are currently coming from the bottom of the organizational heirarchy to the top. Local college districts are pressuring the state Board of Governors for clarification of mission, and the Board of Governors is in turn pressuring the legislature for similar guidance.

Community colleges are presenting their leadership with the two salient facts of the present dilemma: that the current mission is extremely broad and the funding is inadequate to carry out that mission. Their hope is that the conversations on mission would result either in a narrower mission, or, better, increased funding to fulfill the current mandate. In either case community colleges would be able to function in a rational environment. "Tell us what you are willing to fund," they are saying to their leaders, "and we will do it."

There is a risk to the current tactics of colleges and districts in the state. A period of financial difficulty cutback may not be the best time for a discussion of mission. In bad times, if leaders are given the choice between limiting a mission and increasing funding to meet an existing mission, the easiest response politically is to reduce the mission. Then when money again becomes available the colleges and districts will have no mission rationale for increased funding. They would have the difficult political task of asking simultaneously for a change of mission and the increased funding to pay for it.

The Los Angeles Community College District has been cautious in its approach to the mission issue. As noted above, the white paper on Access and Excellence recommends that the District inform the legislature of our broad mission. Since the LACCD is committed to the principle of open access, it would only wish to enter into conversations if they would result in an affirmation of the current mission, not a reduction of it. On the other hand, internal conversations are beginning to address the question of what our relative levels of commitment should be to basic skills, transfer, general education and vocational programs.

Whether defined as such or not, these conversations are about the mission of our colleges.

With the preceding description of the state and local concern for the community college mission as background, an analysis of what it all means to our colleges, and more specifically, to the teaching in our colleges, is in order. The Commission for the Advancement of Teaching believes that mission statements can serve organizational purposes if they are understood for what they are, and if they are used in a certain way.

First, the mission statement must not be seen as an end in itself, but as a temporary by-product of a larger, bi-directional process. The presumption in the demand for mission statements is that goals must be set first so that they can be used to direct subsequent actions. This one directional model will work if values and goals can be clearly formulated and definitively decided. The problem is that goals and values also grow out of actions, and are therefore always in the process of formulation. In their work cited earlier, Cohen and March suggest an alternate way of looking at this interplay between goals and action. They propose that we treat action "as a way of creating interesting goals at the same time as we treat goals as a way of justifying action." [3]

Second, mission statements have no value in themselves, but the discussion of mission statements has great worth to the organization as the accepted vehicle of asking the simple but profound questions about organizational life.

What is our purpose?

Whom do we serve?

How can we best serve them?

Answers to these basic questions raise the corollaries: "What should our purpose be?" and "What will our purpose be?"; "Whom should we serve?" and "Whom will we serve?"

Since there is no single, easy answer to any of these questions there will be argument and dissent. But that is the very reason for asking them. The value is in the discussion, not the statement deriving from the discussion. While it is true that we do not need a mission statement to have discussions of these questions, the reality is that the culture of educational institutions requires that they be discussed at accreditation time, at budget time, and certain other traditional occasions that educators respect. The point is that there be real discussions of the fundamental issues.

Third, a mission statement, the definition of objectives, does not last forever. The discussions of mission and function should be an ongoing process. Colleges and the District need a systematic process for raising these same questions at regular intervals. and in our rapidly changing environment we should not expect the answers to remain the same for long. We must be willing to change the answers, to abandon the past and write new statements about our mission.

Fourth, goals and mission statements must evolve into concrete action. A statement of mission should not be placed on the shelf or put in the files until the next request for it comes through.

If, as discussed previously, there is an interplay between goals and action, then we need both. It is as aimless to have goals without action as it is to have action without goals. The vital link between the two is planning. The proper hierarchy of activity is first to determine what the goal is, then to decide how that goal can be accomplished, and then to act. In other words, objectives must be translated into plans, and plans into work.

Finally, discussions of mission should be valued by institutional leaders as a means of transmitting their values and goals throughout the organization. In their best selling book, In Search of Excellence, Thomas Peters and Robert Waterman, Jr. outline the factors which make a corporation excel. Although they started their research with the bias toward discounting the role of leadership, what they found was that almost every excellent company they studied could be associated with a strong leader or leaders who had a lot to do with making the company excellent. When they looked further they found that these same companies had developed cultures which incorporated the values and practices of their leaders, and which in many cases survived the passing of the original leader. They concluded that "the real role of the chief executive is to manage the values of the organization."

From their research the authors distilled one all-purpose bit of advice. "Figure out your value system. Decide what your company stands for."[4] Since an organization can only exhibit a value if it is shared by most, if not all of its members, those values, once formulated, must be transmitted throughout the organization, through the use of socially integrating myths, persistent day-to-day, value-driven actions, and the

infusion of enthusiasm into the daily enterprise of individuals from the top to the bottom of the organization chart.

Although the corporate model has been overused in the world of education, it would be a shame to disregard a good lesson if it applies. Excellent colleges and universities can also usually be identified with strong leadership, or with a distinct set of values; and leadership has certain universal characteristics applicable to many environments.

In seeking means of institutional renewal it is easy, and quite common, to isolate leadership as one needed commodity and a clear mission as another. The Commission for the Advancement of Teaching believes that both are important in their own right, but that the relationship between the two is more important. Colleges can function with or without strong leadership, and with or without a clear mission. However, to be an inspiring place for teachers, students and staff a college must have both. There must be a clear, shared, coherent vision of what community colleges are to be in our society; and there must be leadership, whether titular or not, to get us there.

RECOMMENDATIONS

1. The Los Angeles Community College District should initiate a review of its mission and function statements. The current statement, judged inadequate by the Commission on Academic Standards as long ago as 1978, has not been reviewed since 1981. A review is even more appropriate in light of the recent changes in mission of the Board of Governors of the California Community Colleges. The Chancellor, senior staff, interested trustees, and heads of large constituent groups should initiate and participate in the discussion as much as possible. Whether the statement is rewritten would be decided by the process.

2. The president of each of the colleges of the District should select an appropriate, semi-formal forum in which the college's mission statement can be examined for its currency, clarity, and uniqueness to the college. Leaders of all segments of the college community should be invited to participate in the conversations. The outcome of the process would not be predetermined. Goals should be allowed to emerge from the discussions, which may nor may not be intense and relevant.

3. The Academic Senates should appoint standing committees on mission, charged with the task of asking the simple questions of purpose of any activity which does not advance the central teaching mission of the District or college.

4. The District should prepare for the coming statewide debate over the Master Plan for Higher Education by developing a position, and then preparing a strategy and marshalling the the resources needed to advance that position.

5. The District should move as quickly as possible from the crisis mode of the past year to a more stable mode of operation based on short and long-range planning. The Commission encourages continued faculty support of the planning process evolving from the Access and Excellence Report.

6. College Presidents should articulate their goals to students, faculty and staff in an annual State-of-the-College address.

NOTES

1. Michael D. Cohen and James G. March, Leadership and Ambuiguity (New York 19), p. 195.

2. Richard Chait, "Mission Madness Strikes Our Colleges", Chronicle of Higher Education, July 16, 1979.

3. Cohen and March, p. 222

4. Thomas Peters and Robert Waterman, Jr., In Search of Excellence (New York 1982, pp. 26 and 279.

CONCLUSIONS

The Commission for the Advancement of Teaching believes that the preceding Report provides the general framework of ideas, values, and organizational structures necessary for a comprehensive program of faculty development. The implementation of the Report's recommendations would establish the intellectual and physical climate needed for the promotion of teaching excellence.

Beyond the creation of a proper climate, however, are more specific needs of individuals, departments, and colleges. Good teaching has to do with broader teaching conditions such as salary incentives, support services, classroom environment, and morale; but it also has to do with the methods and techniques being used by the teacher, the design of the course and curriculum, and the subject matter being taught. Not all subjects should be taught in the same format or with the same technique.

The future activity of the Commission will be directed toward the exploration of more detailed issues related to the individual teacher, to specific subject matter area or functions, and to the changing characteristics of the student population. Topics to be explored include the following:

1. Teaching as teaching.
2. Basic Skills.
3. Libraries and Learning Resource Centers.
4. Retraining needs.
5. Athletics and Physical Education.
6. Media Services.
7. Transfer Education.
8. Counseling and advisement.

As the 1984-85 school year begins the prospects for innovation and experimentation are dimmed once again by funding problems. It remains the hope of the Commission, however, that the time will soon come when stable, adequate funding for community colleges will enable us to concentrate our energies on questions of excellence rather than on questions of survival. When it does, the Commission believes that the Los Angeles Community College District must be ready with its plan of action. The Commission for the Advancement of Teaching hopes that its recommendations will constitute an important part of that plan.

SUMMARY OF RECOMMENDATIONS

I. PROFESSIONAL GROWTH AND STAFF DEVELOPMENT PROGRAMS

1. The Los Angeles Community College District should make an explicit commitment to the personal and professional growth of its employees. In its communications and its actions the colleges and the District should demonstrate that they value their human resources and that they desire to maintain a high quality human relations environment.

2. The District should consolidate into one office the responsibility for coordinating staff development, employee career planning, personnel training and retraining, drug and alcohol abuse services, and other programs related to professional and personal growth.

3. A Teacher Center should be established on each campus to act as an information clearing house and to initiate and coordinate local staff development activities.

4. Broad based faculty involvement in the planning and implementation of staff development programs is recommended as essential to their success.

5. The District should consider alternate forms of sabbatical leaves such as B- or C-basis pay assignments in lieu of sabbatical time, full-pay sabbatical leaves for District approved or District initiated staff development projects, and other innovative configurations which would provide increased flexibility and incentives for the individual faculty member and more direct benefit to the District.

6. When possible, the District should revive the Instructional Development Grant Program.

7. The District should seek ways to publicize the Tuition Reimbursement Fund. Application forms and an information brochure should be available on campus.

8. The District should increase its use of faculty released time for course development and experimental teaching projects.

II. CAREER DEVELOPMENT PATTERNS

1. Department hiring committees should consider the incorporation of a teaching demonstration in their selection procedures.

2. Departments should assign an experienced member of the department to act as a mentor to each new probationary instructor.

3. Special in-service workshops should be given to probationary instructors. The District should also consider limiting the number of class preparations for the probationary instructor's first semester or year.

4. The Board of Trustees should respect the professional judgment of the peer review process, and should overrule a negative peer evaluation of a probationary instructor with great reluctance, and only for compelling reasons of higher public purpose.

5. The District should institute an Employee Assistance Program to provide counseling and crisis intervention for teachers whose careers and teaching performance are being damaged by alcohol or substance abuse, or other serious personal problems.

6. Individual colleges and the District as a whole should explore the possibility of establishing endowments dedicated to the advancement of teaching.

7. The District should increase its use of released time for ther performance of needed college functions.

8. The District should examine its procedures for the implementation of new ideas.

9. Department Chairs and Deans should know the backgrounds, professional interests and career goals of their faculty.

10. The District should seek ways to increase the number of faculty participating in voluntary inter-campus transfers, inter-district and foreign exchanges, and exchanges with industry.

11. Passage through the academic ranks of Assistant, Associate, full Professor should be stiffened, and appropriate perquisites should be attahced to each rank.

12. At the appropriate time responsible parties should review the faculty evaluation procedure for its ability to encourage quality teaching as well as provide due process to teachers.

III. SOCIAL COMMUNICATION AND SENSE OF COMMUNITY

1. As often as is necessary the administration, faculty, and staff of administrative units should meet to discuss formally the topic of communication.

2. Each college and the District should develop a formal, written Communications Plan.

3. Faculty and administrative leaders should work to break down barriers to communication. Faculty should be invited to administrative meetings and administrators should be invited to faculty meetings to share information.

4. The District Administration and the Academic Senates should continue to develop the District-wide Discipline Committees as an inter-campus information and communications resource.

5. The District should develop a procedure for the review of of forms and documents to insure their clarity and appropriateness to the task. Communications to the faculty such as payroll stubs and notices of personnel action should be in plain English rather than computer code, acronyms, or other technical language.

6. Department Chairs and Deans should keep track of the professional attainments and current interests of their faculty.

7. Faculty forums, athenaeums, guest lectures, and other intellectually stimulating activities should be encouraged and supported.

8. Social gatherings such as Departmental Teas, Faculty Breakfasts, and Student/Faculty/Staff Socials should be encouraged.

IV. TEACHER SUPPORT SERVICES

1. The District should seek ways to change the state funding mechanism for community colleges so that some consideration is given to the balance, quality, and cost of programs in the calculation of revenue, rather than simply counting the number of students in the classroom.

2. The 50% rule should be reexamined to determine whether it is an appropriate measure of operational efficiency, and whether the definition of "direct cost of instruction" should include or exclude various kinds of instructional support services.

3. The District should continue its pilot project to determine the proper mix of machine and clerical assistance necessary for efficient departmental operation.

4. The District should offer the services of an academic department, or a college, as a test site for any private computer corporation which might wish to computerize an academic unit for experimental purposes.

5. The District should support the development of classroom management systems (grading, record keeping, electronic filing and storage) and word processing for individual faculty members using District computers, or their own home computers.

V. TECHNOLOGY AND TEACHING

1. The District should initiate a comprehensive staff development program in computer technology.

2. The District should expand the membership and the charge of the Computer Services Policy Committee, or establish a new Committee on Computing and Information Technology, charged with the responsibility of formulating policies reviewing operations related to the computing and information systems of the District. The Committee would perform the following functions.
   A. Prepare a statement of policy on computers for review by the Chancellor and Board of Trustees.
   B. Prepare a long range plan for computer development in the District.
   C. Prepare and maintain up-to-date inventories of District hardware and software.
   D. Review local campus computer plans and provide coordination where needed.
   E. Review all proposals for purchases of new equipment to determine whether they adhere to District policy and plans.
   F. Provide liaison and share information between specially funded project and college programs.
   G. Provide advice and assistance to District and campus administrators in computer operations.

3. The District should begin a pilot project to test the ability of computers to provide expanded clerical assistance at the departmental level.

4. The District should consider the establishment of a computer lending pool for faculty.

5. The District Curriculum Committee should consider the establishment of a course on technology.

6. The District Curriculum Committee should initiate a discussion of the incorporation of computer skills into the general education curriculum.

7. A discount program for the purchase of home computers by District students and employees should be developed.

VI. MISSION, LEADERSHIP AND TEACHING

1. The Los Angeles Community College District should initiate a review of its mission and function statements.

2. The president of each of the colleges of the District should select an appropriate, semi-formal forum in which the college's mission statement can be examined for its currency, clarity, and uniqueness to the college.

3. The Academic Senates should appoint standing committees on mission, charged with the task of asking the simple questions of purpose of any activity which does not advance the central teaching mission of the District or college.

4. The District should prepare for the coming statewide debate over the Master Plan for Higher Education by developing a position, and then preparing a strategy and marshalling the resources needed to advance that position.

5. The District should move as quickly as possible from the crisis mode to a more stable mode of operation based on short and long range planning.

6. College Presidents should articulate their goals to students, faculty and staff in an annual State-of-the-College address.

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